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OFFICIAL JOURNAL OF NALGO

LGS

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The award—and after

"THE MOUNTAINS were in labour, and they brought forth—a mouse."

That was, no doubt, the mildest comment of members when they heard the award of the Industrial Disputes Tribunal on the local government pay claim. We asked for a ten per cent increase on all salaries, from the bottom of the General Division to the top of Grade X. We got between £10 and £25 in the General Division and a flat £25 for all the rest, less the usual reductions for women in General and Clerical; equivalent to an average of 5·6 per cent in General, 5·4 per cent on A.P.T. 1, 4·5 per cent on A.P.T. V, and 2·6 per cent on A.P.T. X. After superannuation and tax have been deducted, this means, for most, between five and six shillings a week—a mite indeed with which to meet the 18 per cent rise in the cost of living, equivalent to almost exactly 30s. a week on a salary of £425, since the previous claim was tabled in January, 1951.

Cruellest blow of all is the refusal of the Tribunal to make the award retrospective to the date of submission of the claim: cruel because it robs members of all compensation for the six months of fruitless negotiation, and doubly cruel because it must encourage the employers to drag out future negotiations in the belief that the longer they can defer reference to arbitration, the less it will cost them.

The award is more than disappointing; it is incomprehensible. The case presented was soundly based, logically unassailable and, we are assured by those who heard it, brilliantly presented by NALGO'S general secretary, J. H. WARREN. It was based on four major points: the continued rise in the cost of living; the ten per cent increase given to most civil servants last January (and described at the time by the present Chancellor of the Exchequer as "equitable and just"); the parallel increases given to the L.C.C. staff, teachers, bank employees, and other comparable groups; and the high standards now required of the local government service.

Employers' case demolished

Against this, and the wealth of data with which it was supported, the employers argued only that the claim had been made too soon after the last one; that it was unjustified on merit or in relation to comparable salaries; and that it would, if granted, put a heavy burden on local authorities, be contrary to government policy, and contribute materially to inflation. All these arguments Mr. Warren demolished. It was not premature, he pointed out: it was coming to the Tribunal eighteen months after the submission of the previous one; it asked for no more than comparable groups had already had; it would, if granted, increase the expenditure of local authorities by no more than one per cent; and its cost to the ratepayers—most of whom, as wage-earners, had had their wages increased by at least 10 per cent since January, 1951—would average no more than 1½d. a week for a family of four.

The Tribunal accepted these arguments to the extent of rather less than half the full amount claimed, but it is difficult to resist the conclusion that it was primarily influenced by the desire to respond to recent Government policy and give the smallest amount it could. There can be little doubt, too, that the earlier Scottish settlement, in which the staff side accepted a maximum increase of £30, influenced the decision.

Some hopeful factors

What now? Much as we may regret this minimum award, we must accept it, taking such satisfaction as we can from the fact that it is, for the individual, £25, and, for the service as a whole, £3 millions more than the employers would offer. Decisions of the Tribunal are final and binding on both sides. Nor will it be possible, since the award is dated from July 1, to make any fresh claim for a long time to come.

There are, however, some hopeful factors, apart from any possible, and much to be hoped for, fall in prices. The work of local government must go on. The service must have staff. And the employers are worried about present recruitment, which is both smaller and of poorer quality than ever in the past.

There are two reasons for this. One, clearly brought out in the preliminary sample returns of last year's census, just published, is the growth in the demand for professional

and technical workers, and the relatively enormous demand for clerks. Between 1931 and 1951, whereas the numbers engaged in commerce, finance, transport, agriculture, fishing, clothing, textiles, mining, and personal service all declined, the numbers of clerks and typists increased by nearly 70 per cent—from 1,273,000 to 2,124,000. Today, this group absorbs one out of every ten workers in the country. The number of architects and town planners, accountants, civil engineers and surveyors, and mechanical and electrical engineers, have increased in even greater proportion—from 71,000 to 155,000.

Whether it is a good thing for Britain today to have twice as many people engaged in clerical work as in food production, or as many typists as miners, may well be doubted. There are signs, indeed, that the trend is causing profound alarm, and that it must be reversed if we are to survive as a people. But it can be reversed only by so increasing the efficiency of clerical work that one can do tomorrow what two are doing today: and that, in turn, involves higher standards of recruitment and output.

Keener competition for staff

The second cause for the employers' concern is the fact that local government and the public services are being outbid by other claimants on the available labour pool. This is clearly demonstrated in an analysis of clerical salaries just published by the Office Management Association. The position in the public services is shown in a table setting out the (provincial) weekly wage for men at age 25, and the limit of automatic advancement (the figures are those for March, 1952, before the local government award):

Employment	*Pay at 25* s.	d.	*Maximum* s.	d.
Banking	169	3	250	0
Post Office (counter staff)	142	0	180	6
Marketing Board	138	6	152	0
National Coal Board	138	0	157	6
Civil Air Transport	134	0	144	0
Civil Service (clerical officers)	131	0	199	0
Local government	128	10	163	6
Electricity supply	126	11	165	5
Gas	125	0	171	2

The award increases the local government rates to 136s. 6d at 25 and 173s. 1d. at the maximum, at which levels they now compare reasonably well with those of most of the other public services at 25, but are below the banks and the civil service at the maximum. On the other hand, it should be said, in fairness, that not all bank clerks go to the maximum, that many on the banks' lower grades would, in local government, be on clerical, higher clerical or A.P.T. grades, and that the civil service has a lower grade of clerical assistants, doing work comparable to that of some junior General Division clerks, with a maximum of only 153s. a week.

It is more difficult to compare local government pay with that in other employment with a different wage structure. One basis is provided by salary increases since 1946, when the Charter was adopted, and since 1948, when salaries and bonus were consolidated by an award of the Industrial Disputes Tribunal. The local government figures are based on the maximum of the General Division:

	Per cent. increase of 1952 on 1946	1948
All industries	28	23
Local government (March, 1952)	18	10
Local government (July, 1952)	25	17

Another basis of comparison is to set the General Division maximum (in March, 1952) against the pay of the higher groups of what the Office Management Association describes as "Grade D," which is defined as "work calling for the exercise of some initiative; daily routine varying; little supervision given," and of which examples are invoicing and ledger clerks, cashiers, and wages clerks.

Employment	*Weekly wage (male)* s.	d.
Chemical manufacture	206	0
Metal manufacture	197	7
Miscellaneous services	195	8
Paper and printing	189	9
Textiles and clothing	185	8
Transport	183	11
Engineering, shipbuilding, etc.	180	4
Building and contracting	179	4
Food, drink, tobacco	176	2
Local government	163	6
Distributive trades	153	8

These are not, of course, strict comparisons, and it would be unwise to read too much into them, or push them too far. Nevertheless, they do suggest that clerical pay in local government has not kept pace with that of similar employees outside, and that local authorities are not, today, in "the first flight of good employers," as the authors of the Charter contemplated that they should be. Whilst not yet among the worst, they are lagging behind and can no longer compete on equal terms with other employers for the clerical labour available.

There are increasing signs that this is, in fact, the case—and in that must lie our immediate hope. For if local government and the public services generally fail to attract the workers they need, they must either collapse or offer better pay. And, since the first alternative is unthinkable, the second is inevitable. It may be a slow process, but it is sure.

Higher efficiency the key

That does not imply that NALGO can now sit back and wait for the laws of supply and demand to operate. Far from it. There is much we can do within the present salary and grading structure to improve individual salaries, and within the now comprehensive educational scheme to encourage and assist the development of that higher personal efficiency which must, in the long run, command its due reward. And in doing that we can contribute not only to the personal benefit of members, but to the advantage of the community. For there can be no doubt that, essential as is all clerical work today, it cannot feed, clothe, house, and warm a nation which is being forced by world trends into increasing self-sufficiency. We want more farmers, more fishermen, more miners, rather than more clerks and administrators. It is truer today than it was even in Swift's time that "whoever can make two ears of corn or two blades of grass to grow . . . where only one grew before will deserve better of mankind . . . than the whole race of politicians put together." And if we can enable one local government officer to do the work of two, we shall both reduce our demands on the pool of potential corn-growers and enhance the value and thereby the rewards of the public servant.

It is the aim of "Local Government Service" to encourage the fullest freedom of opinion within the Association. Unless the fact is stated, therefore, views advanced, whether in the editorial columns or in signed articles, should not necessarily be regarded as expressing the considered policy of the Association.

Can we revive the corpse of local government?

Local government is probably already dead and likely to be replaced, in the next twenty years, by a centralised system that would run England as a single big city. Can we revive the corpse, and, if so, how?

That was the challenging question put by PROFESSOR W. J. M. MACKENZIE, Professor of Government and Administration at the University of Manchester, in a lecture to the NALGO summer school at Oxford in July.

During the past ten years, he pointed out, the scope of all second-tier authorities had been greatly reduced; gas, electricity, hospitals, poor law, and other services had been taken away from local government; in such fields as education and town and country planning, the central government had assumed greater powers; local authorities had become more dependent on national grants, with consequent submission to detailed central control; and in every area the number of other public bodies had increased, so that the local authority was now only one among many.

All these changes had arisen inevitably out of the circumstances of the time. The victory of the Labour Government in 1945 showed that the nation wanted things done and done quickly—and the only way they could be done quickly was for the State to do them: "it was impossible to pause and plunge into a reform of local government structure, a subject for which the public cares nothing."

"It is no use now exclaiming about the attack on local government and its forthcoming downfall," he declared. "The downfall we feared is now past history."

Three possibilities

But what of the future? Two things were certain: no political party would hand back powers to the local authorities as they now were; and no party would take the initiative in reforming local government structure.

"Local government reform has no attraction at all for politicians," he said. "It is all kicks and no ha'pence—you can lose votes on it, but you cannot gain them."

He saw three possible lines:

I. "To go on much as we are"—with local authorities exercising their "very real and important discretion" about individual decisions, but with little discretion about policy.

II. To let the local government system peter out, and start again, with a completely centralised system—

"If we chop off a few extremities, such as Wales, England is not much bigger than greater New York, greater Chicago, or greater Los Angeles. Why not run it as a single big city? With a few changes of statute, we should practically have reached that situation."

III. To start a drive now to create new, comprehensive local authorities—

"Bit by bit to bring together under one elected body all the scattered fragments of the old local government system: bits of the nationalised industries, hospitals, health services, consumers' councils, all the various local advisory committees of which the place is full, even some of the national services on which they are supposed to advise, the Ministry of Labour's work for disabled persons, the N.A.B. on its social work side, and so on. There is in the abstract no administrative reason why all these things should be dispersed between different authorities, in a sort of crazy quilt of public services. They could be brought together if a sufficient number of us thought it important to do so."

But that would mean a new form of local government, with fewer and bigger authorities, probably substituting a kind of cabinet system for the committee system.

Those were the possibilities—but it was practically certain that we should choose the first and go on as we are. And that would mean further centralisation—by slow drift if peace, the welfare state, and the party system continued, or "with an atomic bang" if we got war.

"Much can be done—if we have the energy"

That was a trend which all who loved local government and cared more for its principle than for its accidents should try to revise. But what could be done, and how?

Professor Mackenzie had no doubt that much could be done, if there was energy to do it. Reform of structure need not come from the centre: it could happen locally, by amalgamation and extension of boundaries; by union of local authorities to found, by private bill, a federal authority of a new kind; by quiet local co-operation to produce some of the effects of reform.

Further, we could build up the prestige of local government in relation to other forms of administration.

"At the moment, local authorities occupy a strategic situation in the structure of the welfare state. You remember the old quotation from J. S. Mill that power may be localised, but knowledge, to be useful, must be centralised. True enough, but it is not true that in the British system knowledge is centralised. The centre moves in a black darkness of ignorance about the real working of services as they affect the individual. Local authorities do not; they know—councillors know and officials know. They know in the individual case, the only real sort of knowledge; and if they are alive they can use their knowledge in two ways. They can act within the limits of their powers and perhaps right up to the edge of these limits; and they can put their knowledge together. If local officials and local councillors can think out a policy, for instance, on housing or health service organisation, and back it with their experience, it is likely to win, because no one else knows as much as they do.

"Finally, local government will get nowhere unless it can build up its prestige with its own people. This means service; it also means publicity—and not the polite stuff served up by the professional public relations officers. Bad publicity is better than no publicity, as any American Mayor knows. The ordinary man needs a "human interest story" to make government real to him; a fight, either literal or metaphorical, or a joke, or a familiar face.

"We depend very much upon local authorities to give us some human interest in the bleak process of government, and on the whole they let us down. I should be inclined to award medals for publicity to Durham County Council and to Salford, because it is hard to think of any other local authority which has of late earned real headlines in the national press. It was not thus in Cobden's Manchester, or Joe Chamberlain's Birmingham, or Salvidge's Liverpool."

We share the problems of "Deakin's Octopus"

by NORMAN W. BINGHAM, chairman of the N.E.C. Public Relations Committee and vice-chairman of the new membership sub-committee.

JOSEPH GOLDSTEIN'S recent book on the Transport and General Workers' Union* has, not surprisingly, had a *succès de scandale*, and many NALGO members will have read its more startling disclosures quoted in the newspaper reviews.

These—telling of a small group of shop stewards marking up ballot papers by the hundred to secure the election of two Communist Party members to the General Executive Council; of an election showing a vote of 104 per cent of the total electorate; of an organisation in which the shop steward, appointed but often not elected, and not the branch, represents the union to the ordinary member; and of a union in which lapsing of membership is so great that, over a number of years, more than 70 per cent of each year's members were new members—all suggest something entirely foreign to the sedate and orderly NALGO world. Moreover, the union itself, with its membership of nearly a million and a half, including workers in fourteen different trade groups, forming the most powerful influence in the Trades Union Congress and representing 17 per cent of the total membership of the Labour Party, would appear to differ widely in structure and outlook from NALGO. All this suggests that the book can contain few lessons for us.

Members' views unheard

But a closer reading shows that the two unions, so different in so many ways, are, nevertheless, faced with the same structural and human problems. In some respects I think we can properly claim to do some things better than they do in "Deakin's Octopus." For example, Mr. Goldstein describes "The Record," the official monthly journal of the T. & G.W.U., as an unattractive periodical containing 22 pages of uninviting newspaper print and hazy photographs in a poor layout. Copies were, in 1947, printed only to the extent of one for every eight members (today, I understand, the proportion is slightly higher—two copies for every 13 members)—and the system of distribution of this limited number was unsatisfactory. One Conference delegate asked: "Is it not a fact that in many areas 'The Record' arrives month after month and is laid on the table and at the end of the month the biggest part of them have to be thrown away?" We have heard of such things happening in some NALGO branches.

Mr. Goldstein condemns "The Record" as failing to fulfil its function in the communication system of the union, both because of the inadequate distribution and because it is only a one-way channel of communication, being nothing more than an official publication presenting official policy from an official point of view, with no space for letters to the editor or for critics of the union's policy or those responsible for it. "L.G.S.", with all its limitations, is not entirely a one-way channel, and Mr. Goldstein, at least, would approve of our "Readers' Forum."

But many of his strictures on the elections to the General Executive Council have a familiar ring.

"A . . . member had an average of twelve candidates from whom to select his favoured one. This does not mean, however, that a real choice was offered, for little if any information was available upon which a decision could be made . . . the rank and file member is kept completely ignorant of how his representative stood or voted on particular issues before the Council . . . the fact of the matter is that when a member . . . takes the initiative to cast his vote, he has little information about the member standing for re-election and less about the candidates in opposition. Elections . . . are not fought on issues . . . at best, the elections can be contests of personalities."

The branch—in theory and in fact

A large part of the book is devoted to a study of the structure and functioning of the branch of the union of which Mr. Goldstein was a member, and it is here that he is most interesting and most critical.

"The branch is the meeting place of the members. It is the only level of organisation on which every member is entitled to participate in the government of the union. Branch officials are nominated and elected by and from its membership . . . .

"The branch is the members' forum . . . the primary channel of two-way communication between the individual member and those serving on all higher levels of union organisation . . . The branch, therefore, is the democratic foundation upon which the union's structure rests . . . with which all workers are able to identify themselves and thus experience a sense of belonging."

Thus Mr. Goldstein describes the T. and G.W.U. branch in theory and, although NALGO branches differ in some important respects, I think his words are an adequate and accurate description of what we should like a NALGO branch to be. But when he goes on to describe how far the branch, in fact, falls short of the ideal, it becomes abundantly clear that all large modern unions are faced with the same problems. T. and G.W.U. branches have general meetings, which all members may attend, twice in each month. Eighty per cent of the meetings of Mr. Goldstein's branch were attended by no more than 3·5 per cent of the members. If NALGO branches held general meetings twice a month, how many would do better?

Nine out of every ten members were unable to name their branch chairman and eight out of ten could not name their branch secretary. In fact, the branch fails to elicit the interest or the participation of the majority of its members. An attempt to analyse the members' reasons for non-attendance gives results familiar to all NALGO enthusiasts, who will understand the author's wry comment that most of the varied and specific excuses can be combined under the category "general indifference." One wonders, too, how many of our women members also think that the meetings are primarily for men.

Mr. Goldstein concludes that the branch in practice

* **The Government of British Trade Unions**, by JOSEPH GOLDSTEIN, Allen and Unwin, 25s.

bears no significant resemblance to the branch in theory; it is an oligarchy parading in democracy's trappings. He criticises his own branch of 1,000 members as being too big for effective member participation; a criticism suggesting that when, in our own Adaptation Report, we considered the problem of the branch that is too small to be an effective unit, we ought also to have considered whether a branch can be too big.

We can sympathise, too, with the member who wrote:

"The members of our early-formed branches fought because every single issue was a live, personal, and intimate one. They knew what was happening and why it was happening and the importance of the branch was clear. They followed with anxiety every turn and twist of the local negotiations and eventually felt the pangs of disappointment or the joy of success. That national machinery is both necessary and essential would be foolish to deny, but it does tend to make the fight a less personal one for the average member. Not being an actual eye-witness to all that the struggle entails, he too often simply sits back contented that his sole obligation is that of paying his subscription."

In general, Mr. Goldstein shows conclusively that the branch fails, and therefore the union fails, in its function of providing an adequate two-way communication system between the union and the member. In this, he has spotlighted the problem with which we are now so concerned, and which the Acton Society Trust, in its report on "The Future of the Unions" in nationalised industry, summed up by saying: "In the current phrase, the problem is one of improving communications . . . The unions must greatly improve their methods of reporting back to members what they have agreed and why they have agreed it."

Whilst we in NALGO are now fully alive to the need to improve our communications from the centre to our members, we have perhaps not so fully recognised the need for the two-way communication stressed by Mr. Goldstein.

To cure "apathy"—but do we want to?

He goes on to conclude that the union must improve its system of communications in order to cure "apathy" and that curing "apathy" means securing that the majority of members participate actively in the direction of the union. But if, in fact, the majority of members did participate actively in the affairs of NALGO, and used its democratic machinery to express their views and to influence any and every item of its policy, the result would be a pandemonium which could make it impossible to reach a final decision on anything and would drive our professional staff to despair.

It is obvious that any large organisation can function successfully only on the basis of a small active minority acting as leaven and leadership in a large passive majority. We must keep our members fully informed of all that is being done in their name and on their behalf, and must ensure that each member knows that he can make his views and influence felt on any issue if and when he wishes to do so. But I do not see why we should, by stunting and prodding, go further and try to goad members into reluctant and spasmodic activity. After all, a largely passive membership and small attendance at meetings may be a sign of satisfaction.

The extent to which Mr. Goldstein's "active member participation" is possible and desirable in a large organisation raises the fundamental question of democracy. We know that we want "government of the people for the people" but we still do not know what we mean by "government by the people" or how to achieve it.

A branch magazine —new every day!

"This Conference . . . having regard to the fact that the strength of a trade union lies in a well-informed membership, instructs the National Executive Council to emphasise to branches the value and importance of regular and continuous publications at branch level (to supplement "L.G.S.") through the publication of a bulletin or circular, however brief, at intervals of not longer than one week."

Whether, and how many, editors of branch magazines were among the majority who voted for this resolution at the Margate Conference, nobody knows. But it is a safe bet that many gasped when they read that it had been carried.

"A branch magazine every week—impossible!" one can hear them saying. "Why, I cannot fill a monthly one—and the branch couldn't afford it if I did."

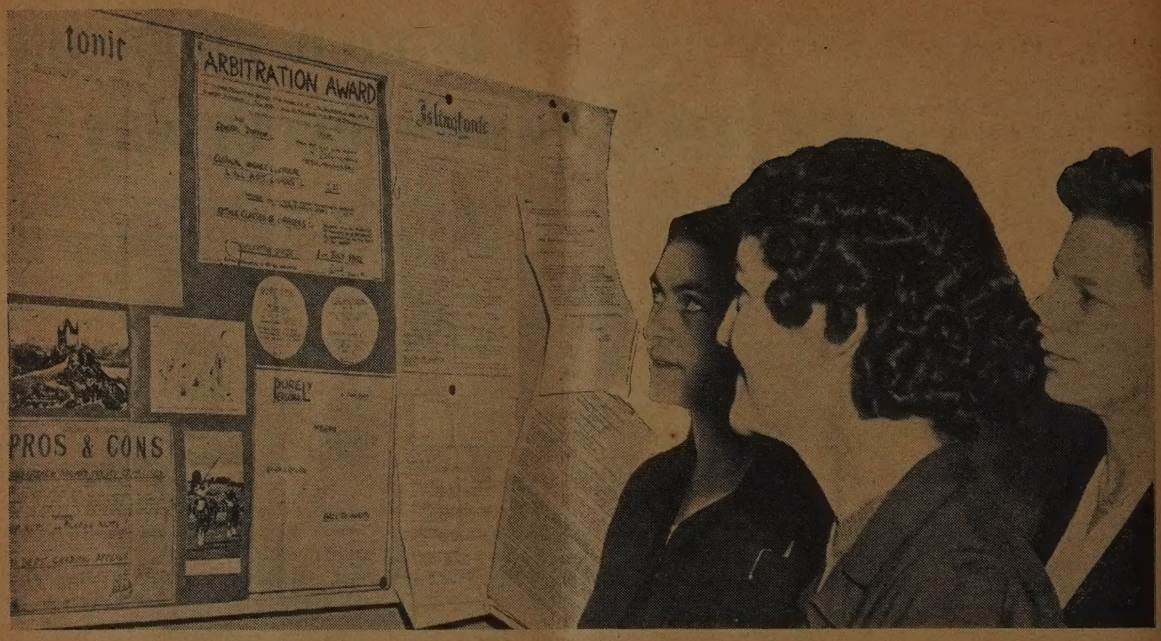
Yet Islington branch, which put forward the motion, has not only done it, but has gone five better. It has published a fresh branch newspaper, "Islingtonic," *every working day* for the past two years, plus a weekly supplement: more than 500 separate issues—at a cost to the branch of less than £25 a year.

It is not a magazine, of course, with a copy for every member. It is a wall newspaper. But it contains practically everything that is included in the normal magazine—editorial comments, news, articles, gossip, cartoons, pictures. And it is seen by every member of the branch. Indeed, so fresh is its news—it published the result of the arbitration award within minutes of its receipt by Headquarters—so pungent its comments, so lively its gossip, that he would be a dull dog who could pass it by.

In essence, "Islingtonic" is very simple—just a sheet of brown paper, 24 inches by 18, pinned up daily on a special notice board. But the contents of the paper, and the arrangements for its circulation, are far from simple.

To the brown paper are gummed news stories, articles, and all the other features, each on paper of a different but standard colour. Service conditions news is always on yellow paper, education on green, sport on blue and so on,

The editorial board holds a "post-mortem" on last week's issues and discusses plans for next week.



so that the reader can quickly find what interests him. A recent sample edition contained a 160-word editorial on the arbitration award, a 200-word article from a member on holiday; two quarto pages headed "PROS and CONS" containing eight paragraphs of branch news; a cartoon; a fashion picture; and a coloured photograph of nesting birds. There are also notices of branch and district activities, social news, contributed articles by leading members of the Association, correspondence and advertisements.

By its side hangs the weekly supplement, containing the editorial, a resumé of the week's events, notices of future activities, branch appointments, and more advertisements.

How do members see it? As soon as the daily edition is ready, it is pinned to a special notice board alongside the exit to the staff canteen, which all who use the canteen must pass. It stays there all day—but when it is replaced next day by the new edition, the old is transferred to another notice board in the library. After a day there it goes on to the housing department and so on to others. The last to see it get their news five days late—but even then it is a good deal fresher than is the news published in the conventional printed or duplicated magazine. Each of the five notice boards gets its own copy of the supplement, which stays up throughout the week, and which is also displayed on sixty other notice boards.

How is it done? Daily publication certainly involves a lot of work, but Islington has solved that problem by division of labour. There is an editorial board of twelve —members of the branch executive, of which the board is a sub-committee, and co-opted members—and these divide the work between them. Some collect or write material, some type and duplicate, one looks after display, one after advertising, and so on. No job is too small to be allocated, for the more members engaged in production, the easier is the task for each.

Though a lot of "copy" is needed to fill 2,000 square inches of (mostly) typescript every week, it is always found —in branch and national news, from departmental correspondents, even in interesting cuttings from newspapers and magazines which members might miss.

Production is normally 36 hours ahead of publication. The editor must, of course, do longer-term planning, like finding new correspondents or arranging for special articles, but, generally, he will prepare Thursday's "Tonic" at home on Tuesday evening, and give it to his "compositor" on Wednesday morning. The layout is usually done during the lunch-hour in a basement store-room, where paper and materials may be left to save time. Nothing is left to chance, and every member of the "staff" has a deputy—not merely an understudy to take over in the event of sickness or holiday, but one who does the job from time to time, to keep his hand in. So good is the organisation that the cycle of production runs as smoothly and as surely as that of a daily newspaper; not once has "Islingtonic" failed to appear.

Islington believes that what it can do every day, others can do at least once a week—and it persuaded Conference delegates to support it. Who will be the first to accept its challenge?

The editor, surrounded by branch and headquarters documents, composes his weekly leading article at home.

THIS BOOK IS A "MUST" FOR EVERY L.G.O.

How NALGO forged the local government service

by PROFESSOR W. A. ROBSON, Professor of Public Administration, University of London

THE POSITION of local government officers has undergone a radical transformation during the past 30 years. Even during the last decade, it has been drastically changed. No one has so far attempted to tell the story of what has happened or to draw any conclusions. The publication of Mr. Warren's new book* is, therefore, a timely event of some importance.

The younger generation of local government officers may not realise that, as late as 1939, there was virtually no such thing as a local government service in Britain. There were, rather, as many services as there were local authorities. Each local authority was a law unto itself as regards recruitment, promotion, qualifications and salaries. There were no common standards of entry, grading, or remuneration, and no consistent requirements for advancement. Nepotism and patronage were rampant, not only in the backwoods but in some leading cities.

"Anarchy of local autonomy"

The purely formal statutory provisions requiring a few chief officers to be appointed (but saying almost nothing about their position and duties), and the Superannuation Acts, were almost the only unifying features of a scene which represented what Sidney Webb once called, in a different context, the anarchy of local autonomy. Mr. Warren shows how a local government service has been forged out of many disparate and diverse elements, some of them highly individualistic and uncooperative in their attitude towards this and other problems of local government. No one could be in a better position to trace the evolution of the service than the author, for he personally, and the National and Local Government Officers' Association, of which he is general secretary, have played a leading part in it.

The story is a remarkable one because it reveals the strange and unexpected ways in which things happen in this country. A grain of mustard seed was sown when the late Professor Graham Wallas and I, appearing as joint witnesses before the Royal Commission on Local Government, persuaded it to recommend the appointment of a departmental committee to investigate local government officers. The appointment in 1930 of the Hadow Committee on the qualifications, recruitment, training, and promotion of local government officers, was the only official inquiry ever devoted to the subject. The publication of its excellent report in 1934 was a landmark in local government history. But nothing happened officially. The central advisory committee which the report recommended was not appointed, owing to the opposition of the Association of Municipal Corporations. The constructive proposals it advocated concerning recruitment, qualifications, training, promotion, and conditions of service were not followed by any action on the part of the government, Parliament, or the associations of local authorities. To all intents and purposes, the report appeared to be dead.

But this was far from being the case. Largely through the efforts of NALGO, attempts were made in the 1930's to create a complete system of Whitley Councils, with appropriate bodies at the national, provincial, and local levels. The first attempt at a National Whitley Council failed, and the National Joint Council withered away like the state according to Marxist doctrine. But the provincial councils proved to be sturdy bodies, particularly in Lancashire and Cheshire. Through sheer hard work, dogged faith, patience, and the will to succeed, a strong and comprehensive structure was developed. This structure consists of a powerful National Joint Council embracing the clerical, administrative, professional, and technical staffs, 15 provincial councils covering the whole country, and local joint staff committees.

Product of trade unionism

The local government service, as Mr. Warren observes, is the product of Whitleyism.

"But," he continues, "it remains true that the service is the product of trade unionism, for in the local government world Whitleyism itself, or at any rate the machinery which embodies its aim and spirit, is the product of trade unionism. The policy of the trade union concerned, i.e. NALGO, was to seek its objectives along the lines of Whitley principles and through Whitley machinery and practice; and if today the local authorities, as employers, are willing participants in the Whitley machinery it is largely because of trade union pressure, educative effort, and missionary spirit. Since education, training, and qualification are within its scope, as well as pay, conditions of service, and standards of conduct, the Whitley machinery for the local government service is probably unique in the ambit of the responsibilities which both sides have accorded to it."

The national scheme of conditions, known generally as the Charter, is an eloquent testimony to the effectiveness of Whitleyism as an instrument for creating a true local government service. The unity of the service is expressed through common principles of recruitment (not yet fully implemented, one must admit, particularly in regard to the admission of university graduates), opportunities for post-entry training, conditions of service, salary scales and grading, official conduct, professional ethics, and so forth, covering almost every aspect of a local government officer's relationship with his authority. All this has been done without affecting the essential relationship of master and servant between local authorities and their staffs. This remarkable achievement has demanded prolonged support and arduous efforts both on the part of local authority representatives (and their associations) and the staff side representatives. It owes much to the moderation, good sense and public spirit which have informed both sides.

Sense of public service

Mr. Warren is unquestionably right in regarding Whitleyism in local government as an outcome of trade unionism. But it is a special kind of trade unionism, possessing a sense of public service, of *noblesse oblige* towards the community, which gives it a distinguishing quality of its own which it must at all costs retain. Neither under Mr. Warren's administration, nor under that of his predecessor Mr. Hill, have the members of NALGO been allowed to forget—even if they were disposed to do so—the overriding importance of high qualifications, good morale, education and training, research and information, public relations, and the other non-material elements in building up a public service in accordance with the best British traditions.

Mr. Warren has substantial merits as an author which he has already shown in his previous books. He writes clearly, he arranges the material well, and he goes to the heart of the matter. The present work is both lucid and interesting. Not everyone will agree with all his conclusions—for example, those contained in his final chapter on the requirements of high office—but this merely illustrates the fact that the author does not shrink from discussing live issues in a controversial way rather than confine himself to platitudes which are generally accepted. "*The Local Government Service*" should be widely read for many years to come by local government officers, councillors and students. I commend it strongly to everyone interested in local government.

*The Local Government Service by J. H. WARREN. Allen & Unwin, 222 pp., 18s.

"Outlook is favourable" for the nationalised services

by JOHN DOVER

A QUARTER OF NALGO'S members are employed in the nationalised services, which now cover one-fifth of Britain's economic activity. And we all have a lively concern in the way these services are organised and operated, for on their success depends, in large measure, both our personal health and comfort and the wellbeing of our country.

How far are they succeeding? Those of us who work in them know that much of the prejudice against us is not personal, but political: the ingrained opponent of nationalisation finds it hard to admit that the British Electricity Authority is carrying through the biggest capital development scheme in the history of the industry, or even that the local gas showroom is run as competently as ever it was.

We know, too, that many of the present shortcomings of the services have been inherited or arise from causes other than nationalisation. The Hospital Management Committee cannot be blamed for the design of a hospital built as a Poor Law institution 70 years ago, nor can the Electricity Board be held responsible when a consumer must replace equipment installed for an obsolete voltage. Further, many of their problems derive from their size and are shared with all large-scale enterprises. British Imperial Chemical Industries and American General Motors have both recorded their failures in trying to reconcile central control of policy with local freedom and initiative.

Efficiency the need

Knowing this, public utility members will welcome a dispassionate examination of the problems of the services and the progress so far made in solving them. It has now been provided, in "Problems of Nationalised Industry"*, edited by PROFESSOR W. A. ROBSON. The book—the first serious discussion of these problems—is divided into two parts: the first consisting of 14 essays by experts, the second of a series of conclusions by Professor Robson himself. The whole is written from the standpoint that nationalisation has come to stay and that the best course for the practical man is to abandon acrimonious discussion about the principle and to give his mind to making the services as efficient as possible.

Unfortunately, tests of efficiency are not easy to find. Monetary criteria, though necessary, are not enough; quality as well as quantity must be taken into account, and the yardstick has not yet been invented that will "express the performance of an undertaking in terms of the service or commodity which it provides in such a way as to serve as criteria of efficiency."

A major part of our "inheritance" from pre-nationalisation days is the financial basis of the public undertakings, and this is influenced, above all, by the burden of compensation to former owners. The terms vary. The local authority electricity and gas undertakings were acquired "at prices considerably below even the pre-war values." The railways, on the other hand, passed over on terms which guaranteed fixed-interest payments to shareholders which could not have been maintained by the companies. The initial "losses" of the Transport Commission were, indeed, largely due to capital charges which might have led the companies to bankruptcy—as they did a hundred American railways between the wars.

Public not yet in control

When the services were first nationalised many people believed that public ownership meant public control, that they would now be able not only to tell the operating corporations what they wanted, but to see that it was supplied. That has not happened: indeed, in many respects, the new public services are less responsive to public complaint or demand than were the old private or municipal ones—and that despite the statutory establishment of consumers' or consultative councils to serve as a bridge between them and the public.

Why has this happened? There are three main reasons. The first is that the citizen does not know his powers. LESLIE HARDERN, writing as a public relations expert, argues that these powers should be brought to consumers' notice by every device of publicity so that much greater use would be made of the consumers' councils. Members of Parliament should send complaints from their constituents to them, instead of relying on the more spectacular procedure of questions in Parliament and letters to Ministers.

The second reason is that the consumers' councils have no staff of their own, but must rely on staff seconded from the corporation, who are unlikely to espouse a critical and independent attitude towards their employers. The third is the inclusion on some consumers' councils

"But your advertisement definitely said "three referees"!

of representatives of the corporation itself, who, again, are inclined to play down criticism.

An important means of fostering efficiency is to enlist the co-operation of the staff. Again, the statutes provide machinery for this purpose. Joint consultative committees are concerned with welfare, education, training, health, safety, and other matters of common interest to both "sides"; under the last head comes service efficiency, but this has so far received far less attention than the rest. The test is the impact of joint consultation "upon the spirit, feeling, and morale of the rank and file"; it has a long way to go before it will pass that test.

Occasional mass meetings at which top-weight board members deliver generalised homilies to a politely attentive but bored audience express no more than lip service to the ideal of staff consultation.

"Managers must learn to regard consultation," says PROFESSOR G. D. H. COLE, "not as an unwelcome accompaniment of labour dominance or of a temporary inflation of trade union power, but as a means to doing their own job better, by working with the men, rather than domineering over them, and must also learn to treat management itself more as a collegiate job, to be shared with the lesser ranks of managerial and supervisory workers."

Although staff training is an essential adjunct of consultation, the book unaccountably gives it no adequate treatment.

Wages problem unsolved

Nationalisation has ensured the statutory recognition of machinery for collective bargaining, but that has not solved the problem of wage settlement. Though nominally independent, no nationalised industry, Professor Cole points out, "can have quite a free hand in making wage offers" since behind it is "bound to lurk . . . the Chancellor of the Exchequer." Some industries "have got some of their wage relativities rather badly wrong," for

* **Problems of Nationalised Industry**: Allen and Unwin, 25s.

example between the lower supervisory and management grades. Problems of recruitment and promotion are equally difficult. Speaking of the railway service, Professor Cole attacks "the pernicious, all-pervading influence of seniority as a guide to promotion," and tells of able men with a university education who "left the service in disgust at the insurmountable barriers which blocked the prospect of a reasonably early rise to positions of responsibility." That criticism is not confined to the railways, and we might all ask ourselves whether, in our anxiety to ensure that advancement does not depend on old school tie and blue eyes, we are not barring the road to the selection of the best people for the senior jobs.

Local government in peril

Though it is not yet a "nationalised industry," local government is not forgotten. In his conclusions, Professor Robson points out that it has been deprived of gas, electricity, hospitals, airfields, public assistance, valuation and assessment, and that the freedom and independence of local authorities have been abolished or curtailed in many other ways. This has happened because local authority areas are too small for the conduct of major services and because local authorities and their associations have resisted change, enlargement, or amalgamation "with almost fanatical stubbornness and a blind persistence."

"Local government," he concludes, "is in a declining state of health. It can only be saved by radical reform . . . But when reform eventually comes, as come it must, it is greatly to be hoped that the question of returning to local authorities some of the recently nationalised services will be considered.

"Our local government system is at present in a dangerous stage of decay, and if drastic steps are not taken to revive it in the near future, it will be in danger of virtual eclipse . . . If we allow our system of local self-government to perish because we are afraid to reform it, we shall lose something of incalculable value in the public life of Britain. We shall be casting away that part of our political heritage which provides an opportunity for the fullest expression of the democratic spirit. The injurious consequences of such a course will be felt throughout our national life."

"Generally favourable" prospect

But, if the prospects for local government are gloomy, those for the other services are bright.

"Despite the gipsies' warnings which emanate from various interested and hostile quarters," Professor Robson concludes, "the outlook for Britain's nationalised industries is generally favourable. The prospect is infinitely more favourable than it would have been if those industries had remained in private ownership."

It will be more favourable in proportion as the public in general, and those employed in the services in particular, understand the problems before them and consider how they can be solved. In doing that, this book provides a series of invaluable signposts.

TO START YOU TALKING . . .

Too many examinations—but too little education?

by E. M. HUTCHINSON, M.A.*

ARE THE PUBLIC SERVICES worrying too much about the qualifications of their officers and too little about their quality? I think they are.

Today, the emphasis is all on examinations. That applies especially to the local government service, but the debates at the Margate Conference made it clear that NALGO wants to extend it to all the services with which it is concerned.

This policy, I believe, is wrong. The examinations for which many senior officers are trained deal very well with the technique of the treasurer, the engineer, or the town clerk—but they fail to suggest that these special skills must be interpreted in the context of public service. As a result, it is possible for a man to be a highly qualified professional officer and yet to have no conception of the real purpose of his service.

Administration no "profession"

The professions—medicine, law, engineering, accountancy, and the rest—depend on more than examinations. Most have a strong corporate tradition. The barrister's dinners, the doctor's years in hospital, the gatherings of students' societies, give each an opportunity, even if it is now rather attenuated, of realising something of the guild structure of a true profession. The practice of a technique in a framework of responsibility for the maintenance of standards provides a setting in which a man can live a full life of personal effort and corporate satisfaction.

But the more I consider a profession in this way, the less do I see how examinations can make a profession of the general body of officers in the local government service. I do not believe that general clerical duties offer a basis for anything that can properly be described as a profession. Beyond that level, I am unconvinced that there is a special profession of administration that cannot best be derived from general education (including professional training if that is of a kind to which the word "education" can properly be applied) and by the apprenticeship that daily work provides.

For these reasons, I think that the structure of many of the professional examinations needs overhaul. Still more do I consider that preparation for professional qualifications by people already working in the service relies far too much on the impersonality of correspondence courses and that, in attempting to cram everyone into the strait-jacket of promotion examinations, we are not opening but choking the channels of promotion. We shall inevitably encourage many people to over-rate their own abilities and, more important, their suitabilities. The passing of an examination does not prove that a man is a good local government officer, but only that he can pass examinations.

In criticising examinations, I do not mean that I want less education for local government officers. Far from it. I want more—but of the right kind.

Going round the country studying various forms of adult education, I have been struck by the fact that private industry has a clearer idea than has the public service about where training ends and education begins, and appreciates the value of education without examinations more than do the education authorities which provide a large part of it.

It is always difficult to assess the mixed qualities that will justify promotion, and it is superficially attractive to substitute for that difficult assessment the external and impartial judgment of anonymous examiners. But that is a dangerous course. For it is likely both to exclude from the service a valuable group of unqualified people who, though not highly paid, are reasonably happy and satisfied because, outside office hours, they can take part in a wide variety of pastimes and activities, and materially to increase the number who are disgruntled because there are not nearly enough of the jobs for which, on paper, they are qualified.

Happier people and better workers

I suggest, therefore, that the public service and its officers would benefit were fewer to sit for examinations, but more to undertake education in weekly classes and short residential courses—and I do not mind whether these courses have any obvious relation to the public service or not. I think that adult education without examinations can make for happier people and better workers. Modern Danish farming has been largely built on the attitudes of mind promoted by the Folk High Schools. The reply of one of their early promoters to the farmer who asked if his son would learn to make better butter has often been quoted. "If he comes to my school," said Kold, "he will never hear the word 'butter' mentioned; but he will be ashamed for the rest of his life to make bad butter."

Mr. Hutchinson, formerly assistant treasurer to Surrey County Council and a past president of the Surrey C.C. branch of NALGO, is now secretary of the National Institute of Adult Education.

NALGO victory in High Court for R.D.C. clerk

Extra fees not part of "inclusive" salary

A SUCCESSFUL CHALLENGE by NALGO to the decision of a district auditor, decided in the High Court recently, demonstrates once again the value of the Association's free legal defence service to all members, and to chief officers in particular.

The case arose out of the decision of a rural district council to increase the salary of its clerk from £610 to £750 in accordance with the recommendations of the Joint Negotiating Committee for Town Clerks and District Council Clerks. The clerk had previously been appointed superintendent registrar and fuel overseer, for which he received additional payments, and was also allowed to retain fees for the registration of electors and for searches of the Land Charges Register, with the result that his total remuneration was £1,042.

But the recommendations of the Joint Negotiating Committee provide that the recommended salary scales "shall be deemed to be inclusive salary scales, and all fees, and other emoluments, except those for which other provision is made by or as a result of these conditions, shall be paid by the clerk into the rate fund."

In view of this clause, the district auditor took the view that, since the clerk had not paid into the rate fund the additional sums he received for work done during the time of his service with the council, his salary was unreasonably high, and surcharged the members of the council £115.

The clerk asked NALGO for legal aid, and the Association supported an appeal to the High Court to quash the surcharge.

Giving judgment allowing the appeal, the Lord Chief Justice, Lord Goddard, said that the provision in the memorandum that "all fees and other emoluments . . . shall be paid . . . into the rate fund" referred only to fees and emoluments received by the clerk as clerk to the council.

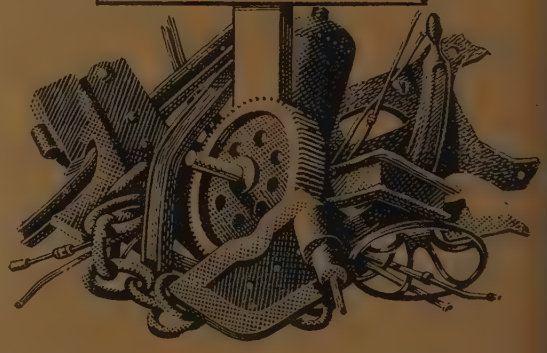
"Why," he asked, "should he do the work as fuel overseer or as superintendent registrar unless he is paid for it? If he has to account for this money to the local authority and it is to be calculated in his salary as clerk, the answer is that he would not do the work. Then . . . somebody else would have to be appointed . . . These sums he receives as registrar and fuel overseer are not paid by the council. They come from other sources, and I can see no more reason for including those as part of the clerk's salary than if the clerk, in his spare time, managed to cultivate in his garden a sufficient amount of garden produce to sell to somebody, or accepted a fee for auditing the accounts of somebody who lived in the district, or acted as the paid secretary of a football club."

Mr. Justice Slade agreed that the appeal should be allowed, but on the different ground that, since the Local Government Act, 1933, allowed the council to pay to the clerk "such reasonable remuneration as they may determine," the auditor could lawfully surcharge the council only if the clerk's remuneration was unreasonable, and there was no evidence to suggest that it was unreasonable.

Mr. Justice Parker, supporting the decision of his colleagues, pointed out that the Negotiating Committee was "seeking to arrive at a range of salaries according to population for the work done by clerks as clerks." It was not seeking "to put a ceiling on a clerk's earnings, or to penalise him for his enterprise in taking on other work."

WHAT EVERY LOCAL AUTHORITY SHOULD KNOW ABOUT

scrap



What is scrap? Anything made from iron and steel which has outlived its present usefulness — such as obsolete machinery, old bicycle-frames and gardening tools, broken farming implements.

Where is it? In houses and flats, in shops and offices. You will find scrap practically everywhere if you look for it.

What good is it? No good at all in its present state. But send it back to the steelworks and it can go to make the new steel that all steel-users need. Remember — a ton of scrap may make a ton of new steel.

Can't they make steel without scrap? Yes — but not enough steel. Last year, 58% of our steel was made from scrap. The more scrap we use the more coal, coke and iron ore we save for other important purposes.

What can local authorities do about it? You can help to speed up the country-wide Scrap Drive by organising special house-by-house collections of scrap throughout your area.

The British Iron and Steel Federation will be glad to co-operate in the organisation of these special scrap collections. For the address of your Joint District Scrap Committee write to the British Iron and Steel Federation.

SPEED THE SCRAP SPEED THE STEEL

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HEALTH WEEKEND SCHOOL DISCUSSES—

A single authority for all local services

The need for an "all purpose" local health and welfare authority to look after the health services now provided by hospital management committees, executive councils, and local authorities was one of the major points brought out at the first weekend school for health staffs arranged by the Eastern District Committee of NALGO *at Downing College, Cambridge, from June 27 to 29 and attended by nearly 100 students from health and local government branches.*

OPENING THE school, Professor A. LESLIE BANKS, Head of the Department of Human Ecology at Cambridge, suggested that the present number and variety of local administrative bodies in the health service put too great a strain on good will. Some had advocated making the regional hospital boards all-powerful; others wanted the hospitals handed back to local authorities. The Committee on Co-operation of the Central Health Services Advisory Council had recommended the establishment of local co-ordinating committees, incorporating the hospital management committee, the executive council, and the local authority. That was sound, if it led to more direct local representation and easier access by the public to the responsible authority. The logical sequence would be an "all-purpose" health and welfare authority to deal with the health work of all local bodies and with the regional hospital board to co-ordinate and supply the services which could not be supplied locally.

Better contact with public

ARTHUR BLENKINSOP, M.P., former Parliamentary Secretary to the Ministry of Health, reviewing the first four years of the national health service, agreed on the need for a common authority responsible for all arms of the service, though he was "terrified" of the proposal of the Co-operation Committee that there should be another committee with the same people sitting on it. The problem was how to combine the need for a common authority with more democratic participation of the public. He did not like Ministerially-nominated Boards. The possibility of associating local government with the present structure, to provide better contact with the local population, should be considered.

The current criticism of the health service, said Mr. Blenkinsop, was its greatest achievement, since it showed awareness and interest and enabled the Government to assess the "lacks." The next most important achievement was the ending of the isolation of such elements as the treatment of tuberculosis, mental health, and the care of old people, which had previously had little contact with health thought and organisation, but were now being brought into closer focus.

The service should be regarded as a living organism, which would change and develop. Although its present division into three arms was illogical, the effect of this should not be exaggerated: there must be divisions of some kind, and any would be illogical in one context or another. The difficulties would be overcome, he thought, not so much by "paper provision" as by getting together the "reasonable people" working in the service to work out their problems.

The frustrated M.O.H.

Preventive medicine covered an enormous field, and he doubted the wisdom of divorcing the Ministry of Health from the ancillary health services provided by local government—such as housing, water, and sanitation. Medical officers of health must be made to feel that they were doing a useful job, but, today, many felt frustrated. They should have more responsibility for industrial health.

In conclusion, Mr. Blenkinsop suggested that too much attention was paid to the individual benefits available and too little to the benefit of the health service to the community as a whole. "If only people could be persuaded to accept the national health service as a community responsibility," he said, "in return for which they receive, not an individual return in the form of personal benefits, but a community return related to national resources, this great experiment would be an example to the rest of the world."

In discussion, Mr. Blenkinsop agreed with A. ALLEN (Metropolitan District Health Consultative Committee) on the desirability of establishing a Ministry of Social Welfare.

"Staggering" cost increases

Lecturing on the finances of the service, W. O. CHATTERTON, deputy accountant-general to the Ministry of Health, said that, since its first full year in 1949-50, the cost had gone up by about 40 per cent—from £390 millions to £447 millions this year. This was due to growth in demand, improvement and extension of services, especially the hospitals, and the general rise in prices. Of the total, 80 per cent came from the Exchequer, and only 8½ per cent from national insurance contributions.

It was to check this staggering increase in costs that the Government had imposed its "ceiling" of £402 millions from the Exchequer and introduced charges for dentures, appliances, and prescriptions. Whilst these were expected to bring in £21 millions this year, their main effect would be to reduce demand: there had already been a 46 per cent drop in denture work, and the shilling prescription charge was expected to save £12 millions this year.

"Artificial barriers"

Discussing the "functions and frailties" of the local health authority, Dr. KENNETH COWAN, medical officer of health, Essex County, suggested that some of the weaknesses were inherent in the authority itself—the artificial barriers between it and other bodies and people, and the separations between county and district councils. Another difficulty was the substantial differences in remuneration of local authority medical and dental staff and their colleagues in private practice. This had greatly damaged school dentistry: Essex, for example, had once had an excellent service, with 61 dentists in the schools, but now there were only 23, unable to deal with any but acute cases.

There was need for greater co-operation between the local authority and general practitioners—which might be secured by local authority representation on executive councils—and between the authority and the regional boards and hospital management committees.

Undemocratic committees

Surveying the problems of group administration, F. L. GATFIELD, group secretary, Norwich, Lowestoft, and Great Yarmouth H.M.C., agreed with previous lecturers that there should be a more democratic method of appointing management committees. Although periodic reviews were supposed to take place, so far as he knew changes were made only on death or retirement. Both boards and management committees should have the right to appoint their own chairmen, rather than have someone imposed upon them by a higher and remote authority.

Powers and functions delegated to sub-committees should not include functions which were rightly the responsibility of officers. He favoured house committees in large and scattered groups, where they helped to maintain local interest, gave people an opportunity to undertake voluntary work, and encouraged closer contact with the patients and staff. Against this, however, was the danger of a third tier of administration developing, with the house committee absorbing functions which were properly the responsibility of the unit administrator.

Although finance should be the servant

of administration, at the moment necessary improvements could not be secured because of inadequate finance. Despite all the money which had been spent on the service since 1948, not a single new hospital and few new units of any significance had been built. This, added to the building stagnation during the year, had created a leeway which it would be almost impossible to make up. More capital should be allocated to the hospital service, and the system of budgetary control should be revised. The original conception of global budgets was the right answer; management committees should be allowed to use savings under one head of expenditure for some other purpose without going to the Regional Board. Boards should be told of their allocations for a five-year period, and allowed to carry out unexpended balances from year to year.

Officers at fault?

Speaking on "The Personal Contribution," DR. J. B. EWEN, senior administrative medical officer, East Anglian Regional Hospital Board, challenged his hearers by declaring that what was wrong with the health service was not its structure, but the people working in it. It was a *personal* service, dealing directly and indirectly with human beings, in hospitals, clinics, and their homes. Whilst the services were "laid on" by the State, their planning, organisation, co-ordination, administration, and ultimate application were in the hands of those employed—doctors, nurses, almoners, therapists, social workers, technicians, health visitors, sanitary inspectors, administrators, and clerical staff.

Doctors and nurses were in close contact with patients and their relatives, and a high standard of efficiency, courtesy, and kindness were *expected* of them. Their training should have imbued them with the spirit of working for others. But the clerk in the H.M.C. office had few, if any, contacts with patients or their relatives; and his opposite number in a local health authority office might be even further removed from those who benefited from the services of his authority. Yet all were providing a personal service, the ultimate quality and scope of which depended, to some extent, on each one individually. The best could not be achieved without greater efficiency and a different approach to the job on the part of many working in the service.

What could be done? Each officer should know not only his own job, but why he did it and where it fitted into the general scheme of things. He should get to know the jobs of his colleagues; take an interest in the work of his department, and study reports and minutes. Senior officers should themselves be beyond reproach and should encourage and train their juniors. There should be periodic checks on work done, to cut out unnecessary procedures. Most important was the encouragement of interest and pride in the job; it must be impressed on every officer that his job was not just "a bread-and-butter exercise."

Value of branch discussions

NALGO was playing an important part, through its weekend schools, in helping to increase individual efficiency and promote a spirit of service—but more could be done at branch level, for example by monthly meetings of R.H.B., H.M.C., executive council, and local authority branches, at which papers would be read and discussed. Interchange of staffs between the various authorities working in the service was another idea which he and the chairman of his board supported.

In addition to the students who attended, those present at the school included LEWIS BEVAN, immediate past-president of NALGO and chairman of the National Consultative Committee for Health Service Staffs; A. E. ODELL and A. E. NORTROP, chairman and vice-chairman of the N.E.C. education committee; H. R. BUCK, chairman, South West General Hospital Management Committee; L. SYMONDS and L. D. V. WORDINGHAM of Fulbourn and Riversfield H.M.C.; DR. G. L. ASHFORD and DR. P. J. H. CLARKE of the East Anglian R.H.B.; and representatives of the Eastern Regional Offices of the Ministry of Health.

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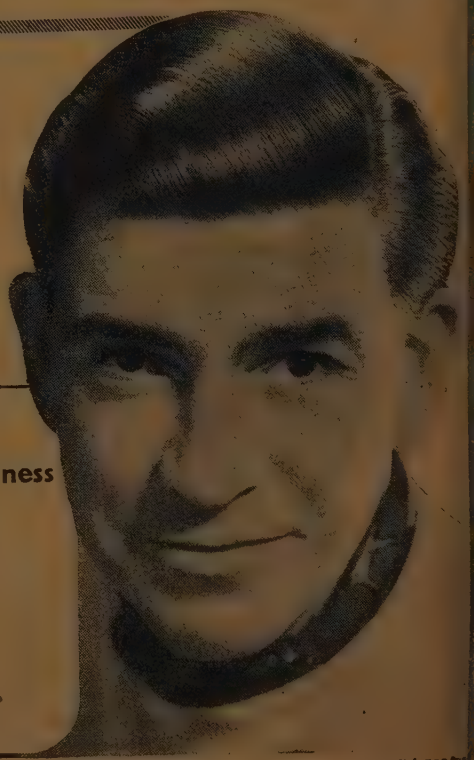

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Service conditions news

LOCAL GOVERNMENT

Tribunal award : salaries and conditions adjusted

by J. C. HAMILTON

AS ALL MEMBERS will now know, from the details sent to branches on July 16 (a week before they were officially published), the Industrial Disputes Tribunal has awarded pay increases ranging from £10 to £25 a year for all local government officers coming within the purview of the National Joint Council. The increases took effect from July 1. For the record, we set out below the old and new salary scales.

GENERAL DIVISION

	Men		*Women*	
Age	Old	New	Old	New
16	150	**160**	120	**128**
17	165	**175**	132	**140**
18	180	**190**	144	**152**
19	200	**210**	166	**168**
20	220	**230**	176	**184**
21	245	**260**	196	**208**
22	270	**285**	216	**228**
23	290	**305**	232	**244**
24	310	**330**	248	**264**
25	335	**355**	268	**284**
26	360	**380**	288	**304**
27	380	**400**	304	**320**
28	400	**420**	320	**336**
29	410	**435**	328	**348**
30	425	**450**	340	**360**

CLERICAL DIVISION

	Old	New
Men	445×15—490	**470×15—515**
Women	356×12—392	**376×12—412**

HIGHER CLERICAL DIVISION

	Old	New
Men	490×15—535	**515×15—560**
Women	394×12—430	**414×12—450**

A.P.T. DIVISION

	Men and Women	
Grade	Old	New
I	440—485	**465×15—510**
II	470—515	**495×15—540**
III	500—545	**525×15—570**
IV	530—575	**555×15—600**
V	570—620	**595×15(2)×20(1)—645**
Va	600—660	**625×20—685**
VI	645—710	**670×20(2)×25—735**
VII	685—760	**710×25—785**
VIII	735—810	**760×25—835**
IX	790—910	**815×40—935**
X	870—1000	**895×40(2)×50—1025**

The award makes necessary the amendment of other sections of the Charter :

The limit above which overtime payments are not made (para 19) is increased from £545 to £570 ;

The minimum salary upon which officers other than heads of departments are entitled to first-class rail travel (para 19) is increased from £810 to £835 ;

The maximum salary for application of the recommendation covering the payment of an officer temporarily occupying a higher graded post (para 21) is raised from £810 to £835 ;

The salary above which employing authorities may waive the use of annual reports (para 24) is raised from £610 to £635.

In addition, the award increases the salaries of other grades of officers covered by the National Joint Council, The new scales for these are :

MISCELLANEOUS CLASSES

Grade	
I	**300×15(1)×10—345**
II	**330×15—390**
III	**375×15(3)×20—440**
IV	**420×20(1)×25(1)×15—495**
V	**480×15—540**
VI	**525×15—585**

TRANSPORT EMPLOYEES

Inspectors

Grade	
I	**375×15(3)×20—440**
II	**465=15—480**
III	**495×15—510**
IV	**510×15—525**
V	**525×15—540**

Foremen

Grade	
I	**375×15—390**
II	**405×15—420**
III	**440×15—455**
IV	**480×15—495**
V	**510×15—525**
VI	**540×15—555**

The salary limit for overtime payments is raised from £545 to £570 and the salary above which an employee's annual leave will be at the discretion of the employing authority is raised from £810 to £835.

OFFICERS OF OCCUPATION CENTRES FOR MENTALLY DEFECTIVE CHILDREN

Supervisors (qualified)

Children on register	
Under 25	**415×20×15×25—475**
25—50	**465×15—510**
Over 50	**495×15—540**

Assistant supervisors (qualified)
£325×15—370

NOTE : Unqualified supervisors and assistant supervisors to be paid on a scale £30 *less than the above*

OFFICERS OF RESIDENTIAL ACCOMMODATION UNDER THE NATIONAL ASSISTANCE ACT, 1948.

Superintendents

Beds	
99 and under	**309×15—399** (range)
100—199	**384×20(2)×27—451**
200—299	**424×27(1)×20—491**
300—399	**491×20—551**
400—599	**551×20—611**
600—799	**601×25—676**
800—999	**676×25—751**

Matrons

Beds	
99 and under	**279×15—369** (range)
100—199	**339×15—384**
200—299	**354×20—414**
300—399	**384×20(2)×27—451**
400—599	**451×20—511**
600—999	**501×25—576**

OFFICERS OF CHILDREN'S HOMES

Superintendents

Beds	
99 and under	**309×15—399** (range)
100—199	**384×20(2)×27—451**
200—299	**424×27(1)×20—491**
300—399	**501×25—576**
400—599	**601×25—701**

Matrons—as for matrons of residential accommodation set out above, but with £451—£511 at the maximum.

Note : The above figures have been determined by adding £17 *of the* £25 *increase awarded. The difference of* £8 *should, for the purpose of superannuation, be added to the existing value of emoluments. This is rendered necessary because, in the case of residential officers, a part of the general increase is represented by increased living costs which are borne by the employing authority.*

WOMEN TYPISTS, SHORTHAND-TYPISTS AND MACHINE OPERATORS

Copy-typists, operators of simple office machines and punch operators
£128-336 by the same increments as for women in the General Division, set out in column 1.

Shorthand-typists and operators of accounting and calculating machines involving a higher degree of skill

A	**180×20—240**
B	**260×15—305**
C	**320×15—380**

Paragraph 1(A)(iv) of circular N.Q. 100 is amended to read :

"Employees recruited as copy-typists or

shorthand typists who cannot on recruitment satisfy the requirements indicated in (i) and (ii) above should be remunerated in accordance with the General Division scale (females) until such time as they are eligible for transfer to one of the scales now recommended, except that a copy-typist if remunerated on the General Division scale (females) shall not receive a salary in excess of £336 per annum."

Paragraph 1(A) (v) (d) of circular N.O. 100 is amended to read:

"Employees operating addressing or duplicating machines to be remunerated in accordance with the General Division scale (females), subject to a maximum salary of £336 per annum."

WOMEN TELEPHONE OPERATORS not engaged in accordance with the recruitment provisions of the charter:

£130 × 15(10) × 20—300

LOCAL FUEL OVERSEERS AND THEIR STAFFS

Salaries of these officers are controlled by the Minister of Fuel and Power, and the Minister has been asked to grant them increases comparable with those granted by the Tribunal to officers covered by the Charter.

Staffs of children's homes

At its meeting on July 1, the National Joint Council agreed that a superintendent or matron of a children's home who is absent on annual, special, or sick leave for longer than 72 hours shall be paid an allowance in lieu of rations, the amount of the allowance to be decided by the employing authority.

It was also agreed that the following classes of local government employee should come within the purview of the Standing Joint Advisory Committee for Staffs of Children's Homes:

Children's homes: superintendents and assistant or deputy superintendents; matrons and assistant or deputy matrons; house (or foster) mothers and reliefs; assistant house (or foster) mothers and reliefs; house (or foster) fathers and reliefs; assistant house (or foster) fathers and reliefs.

Remand homes: matrons, assistant matrons, and supervisors in boys' homes; supervisors and assistants in girls' homes.

Approved schools: housemasters and housemistresses; matrons and assistant matrons of boys' schools; welfare officers.

NALGO wins first round in Douglas dispute

NALGO has won the first round in its battle with the corporation of Douglas, Isle of Man. But it is clear that the fight will be a long one.

As was reported to Conference, the corporation, after accepting the local government Charter in January, 1951, repudiated it last February, after the branch had applied for adoption of the 1951 salaries award. At the same time, the corporation withdrew its recognition of the Association.

NALGO at once reported a trade dispute, which was referred to an arbitration tribunal. The corporation replied by seeking an injunction to prohibit the Lieutenant-Governor of the Island from referring the dispute to the tribunal. Before this application could be heard, the corporation, in May, sent to every officer a document setting out new conditions less favourable than the Charter and including a clause which would have the effect of prohibiting any officer, on pain of instant dismissal, from communicating grievances to NALGO. Officers were also told that if they did not accept the new conditions, they would nevertheless be applied to them.

NALGO advised the officers to refuse to sign this document, and none has done so. The corporation is operating the new conditions, but NALGO has made it clear that it does not recognise them and that the fact that the officers are continuing to work under them is without prejudice to the claim for Charter conditions, now awaiting arbitration.

In its application for an injunction, the corporation sought to prohibit the Lieutenant-Governor referring the dispute to the tribunal, and did not mention NALGO. Realising that this would debar the Association from putting its case, NALGO applied to the Manx Court to be made a party to the proceedings, so that it might be represented. This the court has agreed.

But it is understood that Douglas intends to appeal against the court's decision, thereby further delaying the hearing of the dispute by the tribunal.

At the same time, the corporation has agreed that its officers have the right to consult their trade union and has said that it accepts the principles of collective bargaining and is willing to discuss with NALGO its new conditions of service. To this, the Association has replied that, whilst it remains ready to negotiate, it can do so only on the basis of the Charter, and cannot discuss any other terms and conditions.

At the moment, therefore, the position is one of deadlock, which can be relieved only by the pending legal hearings. These have been held up by the long vacation. But NALGO remains determined, in the words of C. J. NEWMAN, chairman of the N.E.C., "to fight this issue to the bitter end."

HEALTH

Overtime and assimilation provisions revised

by G. W. PHILLIPS

Administrative and Clerical staff

THE STAFF SIDE'S application for a 10 per cent all-round increase in salaries was to be considered further at a meeting of the negotiating committee on August 27—after this journal had gone to press.

A.C. Circular 29, which amends and supplements A.C. Circulars 17, 18, 20, 21, and 25, has been circulated to branches. Briefly, it deals with eligibility for overtime or extra duty allowance; overtime for staff of executive councils; travelling and subsistence allowances for officers earning £810 or more and for clerks of executive councils; assimilation to the salary scales under A.C. Circulars 17, 21, and 25 of transferred officers exercising their option to come on to National Health Service salary scales and conditions for the first time; officers retaining previous health service salaries on a personal basis; officers promoted or appointed after May 1, 1951; incremental dates of officers in Grades A and B; and annual leave of certain staff graded under A.C. Circular 17.

Professional and Technical A staff

Almoners, occupational therapists, orthoptists, physiotherapists, psychiatric social workers, remedial gymnasts, speech therapists, and therapeutic dietitians: In June 1951, the Industrial Court decided that the salaries of staff covered by this Council should be increased at all points by £50, but it was left to the Whitley Council to discuss revised salary scales for application throughout the whole service.

Soon after the Industrial Court award the staff side made proposals to the management side, and, in May, 1952, agreement was reached on a new salary structure. The management side then indicated that, before the new salary structure could be applied, it would be necessary for the Whitley Council to agree conditions of service. These matters were dealt with as quickly as possible, but it soon became evident that it would be difficult to reach agreement on annual leave.

The staff side wanted a minimum of four weeks' annual leave with more favourable arrangements for teachers. The management side proposed three weeks for all those receiving a salary of less than £750. The staff side could not accept this, but, in an effort to reach agreement, modified its original demand. However, it proved impossible to agree and the question was referred to arbitration. The staff side then proposed that because of the inevitable delay caused by arbitration, the agreed salary scales should be applied as from August 1951, but the management side contended that the date of application of the new scales could not be determined until the question of annual leave had been decided. The staff side therefore decided also to refer the application date of the scales to arbitration. It is hoped that both matters will be dealt with speedily.

Professional and Technical B staff

Meetings of the Council have been arranged for September 4 and 5, when it is expected that revised salary scales will be agreed for professional and technical staffs employed in the architectural and engineering departments of regional hospital boards and for group

clerks of works. Counterpart meetings will be held in Scotland on September 23 and 24.

The appropriate committees of the Council are considering the salaries of surgical technicians, electro-encephalographers, and cardiographers.

At the annual meeting of the staff side of the council, I was re-elected chairman for the ensuing year.

Nurses and midwives

N.M.C. Circular No. 24 sets out the revised scales for non-medical supervisors of midwives and superintendents of district midwives' homes, their assistants, and midwifery sisters-in-charge of homes for between two and four midwives. It also deals with definitions of terms and grades of staff, combined posts, and the counting of staff and other personnel for purposes of assessing salary.

The new salaries apply from February 1, 1949, and staff in post on that date are to be assimilated by the method set out in paragraph 2 of N.M.C. Circular No. 9. There is a protection clause for people in post on February 1, 1949.

Pending further consideration, the existing rules about provision of uniform still apply, and the recommendations of the Midwives Salary Committee on London "weighting" (Notes No. 5) are extended to include any new grades defined in this circular.

The salary ranges are :

Non-medical supervisor of midwives : £495—£855 ; **assistant :** £450—£700 (salary, in each case, to be according to the number of staff supervised) ;

Superintendent in charge of district midwives' home: training: 3 scales ranging £475—£620; **non-training:** £430—£530; £455—£550; **Assistant:** £440—£530; £420—£505 (less, in each case, £130 for board, lodging, etc.).

Pay claim : The claim for an all-round increase in nurses' salaries was again considered at a meeting of the negotiating committee on August 13. A further meeting will be held on September 9.

National Consultative Committee

Meeting on July 12, the committee decided :

Co-opted members: to recommend the National Executive Council to appoint the following as members of the committee : MISS W. WALLWORK (representing P.T.A. staffs) ; J. W. WOOLNER (staffs of executive councils) ; CAPT. NICKSON, (teaching hospital staffs) and G. W. HOME (Dental Estimates Board staffs).

Metropolitan weekend school for health staffs: to commend this school, to be held at St. Hilda's College, Oxford, from October 3 to 5, to health members and appointed representatives. Lectures will cover: training the administrator; the need for medical administration in the hospital service ; hospital finance ; the future of the health services : mental health. The fee is £2 12s. 6d., and those interested should write at once to A. E. KAY, clerk's department, County Hall, Chelmsford.

Car allowances: to note a report that formal application for an increase in car allowances had been made.

Grading appeals: to recommend branches and district consultative committees to "vet" appeals against grading to ensure that frivolous appeals do not go forward.

Equal pay for equal work

This subject was discussed at the annual general meeting of the National Federation of Hospital Officers. The Federation's journal reports :

"Miss Leslie (Lewisham Hospital) then proposed that the Federation should support the principle of equal pay for men and women. The House of Commons had recently debated a similar resolution for the civil service and local authorities, but, while accepting the principle, had deferred action owing to the present financial situation. She pointed out that in 1921 Parliament had considered a similar resolution and deferred action for the same reason. In a most interesting speech, Miss Leslie gave facts to show that women's pay should not be affected either by the country's financial position or by the relative responsibilities of men and women, but that they should get 'the rate for the job.' This resolution was seconded by Miss K. B. Robe (Lewisham).

"Mr. Mackeown expressed great sympathy with the views put forward, but thought that at this time **the Federation should not embark on such a controversial task,** and he would like to propose that the resolution be deferred for future action. This amendment was seconded by Mr. Chapman-Webb (Harrow Hospital) and carried by a majority on a show of hands."

Mr. Mackeown is a member of the National Executive Council of the Federation—a body with a curious title, "The Grand Council."

Every trade union represented on the Administrative and Clerical Staffs Council for the Health Service supports the rate for the job—equal pay for men and women. The Federation finds the issue "a controversial task" and defers a resolution that it should "support the principle of equal pay for men and women."

GAS SERVICE

New overtime scheme agreed for Intermediate Grades

by G. H. NEWMAN

AT A MEETING on July 17, the National Joint Standing Committee agreed the provisions of a new overtime scheme for Intermediate Grades to operate from October 1, 1952.

The National Joint Standing Committee agrees that, where overtime is necessary, it must be authorised by the Employing Authority through a responsible officer, and that payment shall be made on the conditions set out in the next column:

Employees covered by Conditions I

It is expected that the practice of these employees remaining voluntarily after hours to complete jobs, where this is necessary, will continue. Where, however, these employees are directly authorised to work overtime, payment shall be made on the following basis :

(a) The first hour of any period of authorised overtime worked on any one day shall not rank for payment except where it is a part of a period of more than one hour.

(b) The cash bonus in respect of authorised overtime shall be calculated to the nearest half hour and paid monthly as follows : Threepence per hour in respect of each £25 of annual salary or part thereof, subject to the provisions of sub-clause (c) below.

(c) Generally, employees (i) with whom it is a condition of service that their hours, by virtue of their work, may vary from time to time ; and/or (ii) in whose salary a notional amount in respect of overtime has been included, shall not be considered for payment of bonus under this scheme, but this does not preclude the employing authority, at its discretion, from granting some payment in special circumstances.

(d) These provisions will not exclude the granting of time off in lieu of payment of overtime bonus where mutually agreed between the Management and the employee concerned.

Employees covered by Conditions II

Payment shall be in accordance with the overtime agreement for the National Joint Industrial Council for the Gas Industry, provided, however, that the principle of including in the rate of pay a notional amount in respect of overtime, whether actually worked or not, may be applied.

Where this proviso does not operate and where overtime is paid strictly in accordance with the overtime agreement of the National Joint Industrial Council for the Gas Industry, the employees concerned may be required to clock on and off.

This scheme supersedes any agreements or arrangements existing on September 30, 1952, for payment in respect of overtime.

This scheme shall operate as from October 1, 1952.

Senior Officers

The main items dealt with at a meeting of the Senior Gas Officers' Joint Council on July 31 were :

Exclusion from operation of Clause II (a) of the Constitution : The Gas Council sought the agreement of the officers' side to the exclusion of legal officers, industrial relations officers, and secretaries to area boards, as these categories of officers had indicated their desire to be excluded. The view of the officers' side was that the exclusion of groups of officers was decided by the ballot and should remain unaltered for at least two years. However, because of the special position of the officers concerned for purposes of management, and to meet the views of the employers, the officers' side agreed, on the understanding that no further categories of officers would be put forward for exclusion during the two-year period.

Termination of voluntary agreement : The officers' side gave six months' notice of the termination of their voluntary agreement to exclude negotiation of

salaries for officers with salaries exceeding £1,500 because a majority of those officers are within groups which, as a result of the ballot, will come within the scope of negotiation in the Joint Council.

Application of general salary increase: It was stated on behalf of the Gas Council that it had to reject the application for a general 20 per cent salary increase for senior officers, although area boards would be prepared to consider any individual cases where it was felt that an officer merited an increased salary. The officers' side emphasised the main contentions in their application, and referred to the awards made to senior officers in the civil service and local government service. Finally, the Gas Council undertook to consider further the points made by the officers' side, while advising the organisations to take up locally with area boards any cases where it was felt that an officers' salary merited review.

Area joint committees: The officers' side is anxious that area joint committees shall be established without delay. It has been agreed that representatives of the Gas Officers' Guild and the Association shall jointly request area boards for an early meeting to settle an area constitution. In each area the officers' side will take up the six seats provided in the model constitution, and, because of the urgency and as an interim measure, the representation in all areas will be based on the national ratio: Guild, four seats; Association, two seats.

TRANSPORT

10 per cent pay claim for waterways staff

by J. LANCASTER

AS A RESULT of the Industrial Dispute Tribunal's award on local government salaries, new scales have been agreed for road passenger transport inspectors and foremen, to operate from July 1, 1952. These are set out on page 265.

Inland waterways staff

At a meeting of the National Joint Council for the Salaried Staff of Waterways Divisions on July 23, the trade union side submitted a claim for an increase of 10 per cent in existing salaries, to help meet the increased cost of living. The employers are now considering the case.

Enhanced payment for Saturday afternoon working was also asked for, and it is hoped that the D. & I.W. Executive will submit its views to the trade union side in the near future.

The scheme for enhanced payments for qualifications and examination successes, which is still being considered by the trade union side, is already being discussed on both sides of the Railway Staff Council. In view of the close connection between the salaries and conditions of service of the railways, road haulage, and inland waterways staffs, I have notified the unions concerned with railway and road haulage staffs of the points that NALGO intends to submit to the waterways N.J.C. when the scheme is discussed in that council. Since the scheme is intended to apply to all transport staffs covered by the British Transport Commission, whatever is agreed for railway and road haulage staffs will almost certainly apply to inland waterway staffs.

"Company" dispute heard

The dispute between the officers employed by the Trent Motor Traction Co. Ltd., and the management of that company was heard by the Industrial Disputes Tribunal on August 8.

N.E.C. committees

MEETING in London on July 4 and 5, the committees of the National Executive Council began work on the legacy of Conference—the 50 resolutions which delegates had adopted, the 49 they had referred to the Council for consideration, and the further 79 which Conference had no time to consider and which, therefore, were referred automatically. Most were further referred to the appropriate body—whilst others are still under review. We should be able to report on the decisions taken in November, after the next series of committee meetings in October.

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n.d.h.912

Readers' Forum

SALARIES AWARD "INSULT"
Stronger measures needed?

AFTER six months of negotiation, followed by the arbitration, we are to receive a princely £25 a year—less, if we are not at the top of the General Division.

I consider the Tribunal's award an insult, but reserve my greater censure for the negotiators. When we meet the stonewall opposition of the employers—as we invariably do on salary claims—we should try some of the more drastic measures that are always talked about but never used. The employers know that, at present, they have nothing to fear from NALGO.

46, Oak Crescent, Garforth. JOHN SPEIGHT

The negotiators took the most drastic action legally open to them: they declared a dispute, and it was the Industrial Disputes Tribunal, not the employers, which made the award.

GENERAL DIVISION PAY
N.E.C. speaker misrepresented

GENERAL DIVISION clerks will be interested to learn of the views of a member of the National Executive Council, A. J. PACKER.

Speaking at a NALGO meeting at Guildford, on May 23, Mr. Packer saw no justification for an increase in General Division scales, on the grounds that the lower-paid clerks were invariably "clock watchers," "plumb lazy," "unambitious," "bad time-keepers," and "lacking in every way."

These views, expressed by a prominent member of the N.E.C., bring discredit not only upon General Division clerks, but also upon their senior colleagues, who should be in a position to enforce the standard of integrity and conduct expected of every local government officer.

If Mr. Packer's colleagues support his views, how can they press for "all-round" increases in salaries?

F. P. WEIR
JOHN G. WOODLAND
County Hall, Kingston-on-Thames.

We showed this letter to Mr. Packer, who comments: "Your correspondents have taken certain remarks of mine out of their context, misrepresenting what I said. The gist of my comments in the General Division was: 'The General Division contains three categories of officers: (a) young people who enter local government service with ambition and enthusiasm to obtain qualifications and who are destined to occupy the higher graded posts in the future; these have no difficulty in obtaining promotion; (b) a number who prefer not to accept responsibilities, are content to carry out routine duties, and, in fact, do a very good job; and (c) a small number with no interest in their work and whom I described as being 'clock watchers,' 'plumb lazy,' 'unambitious,' 'bad timekeepers' and 'lacking in every way.'

"I expressed the view that it was those in the last group who were the stumbling-block to negotiations for a higher maximum in the General Division. The employers could point to them as being inefficient and could therefore argue that the negotiators were asking for higher salaries for inefficiency.

"Whilst I am all in favour of better salaries in the General Division, there is no reason why members should not be told of some of the difficulties which confront our negotiators."

ADMISSION OF JUNIORS
"Observe Charter standard"

I ENDORSE the criticism of W. H. MORTON, of Salford, at the Margate Conference, that local government was accepting junior entrants with qualifications far below those stipulated by the Charter and the standard required of an efficient officer, and that this acceptance of inferior candidates was threatening the future quality and efficiency of the service, leading to the contention that, if present salaries were not attracting the right type, they should be improved.

We have been told many times by our leaders that we achieved great success when we got our Charter. Let us insist that those parts of it which are of benefit to the service and to the advantage of the officer are strictly observed. Heaven knows, we have to bow to those parts that are irksome.

FAIR PLAY

LONDON WEIGHTING
Equal rate for all ages?

THE AGE group system in the London weighting scheme is absurd. Is it seriously suggested that rents, rates, fares, meals out, haircuts, entertainments, etc., are less expensive to one age group than to another? I suggest that there should be an equal allowance for all age groups. What about it, negotiators?

Town Hall, St. Marylebone, W.1. D. R. WRIGHT

PROMOTION PROSPECTS
Bars to the qualified

I WAS interested in W. S. STEER's article on NALGO's educational policy in the June "L.G.S." In my view, the fact that qualified officers are being passed over whilst, at the same time, the qualification bar is being continually relaxed on the plea that there are not enough qualified people, can be attributed to three factors:

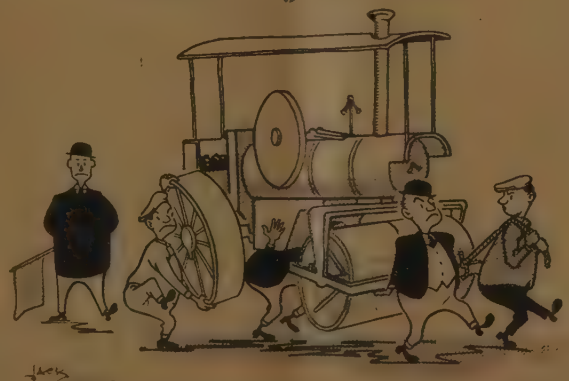
1. A committee is suspicious of an applicant from another department, apparently reasoning, not that the candidate is likely to broaden his experience and become a better officer by an inter-departmental change, but that he is an opportunist and will be just as likely to change again if a job in yet another department offers more pay.

2. The housing problem invites committees to prefer the less suitable candidate who lives near at hand to the better qualified from another area.

3. There is, as Mr. Steer says, indecision to recognise certain qualifications, especially if the committee is unable to see any immediate advantage in their possession.

Mr. Steer stresses the desirability of incentives to further study after qualification. But the drawback of such schemes is that they require the participant to give up a part of his (already inadequate) pay. A grant, however generous, cannot equal the officer's normal salary—and he must, in addition, meet the extra expenses of a training course. How can a married man with a family be expected to take part?

I am having to continue my studies for further qualification through a correspondence course. Am I, therefore—and others like me—to be crowded out because we cannot attain residential university degrees? And are we blameworthy if, after qualifying ourselves to



"Resolved: That the steamroller be carried forward to the next meeting."

give better service to the community in local government, we look elsewhere for better returns for our efforts?"

28, Westfield Road, Leicester. A. E. TURNER

CENTRAL RECRUITING OFFICE
"Impracticable and undesirable"

THE CENTRAL Establishment Office suggested by S. A. BECK in the June "L.G.S." would be impracticable and undesirable.

A voluntary scheme would be unlikely to influence internal promotion policy, whilst compulsion would not be popular with employers or employees.

As an employee, I should not care to have to leave my professional fate to the mercy of a body with little or no specialist knowledge of my job or of the circumstances and needs of a prospective employer. If any such employment agency is required, I should prefer it to be my professional association.

42, Nottingham Road, Leyton, E.10. J. R. PAIN, F.L.A.

Councillors not best interviewers !

WHILST I agree with MR. BECK on most points, I do not see the advantage of excluding the recruitment of juniors from the functions of the proposed establishment office, or of leaving the arrangements for interviewing—the most important part of recruitment—to the local authority. Councillors are not, in my view, the best people to interview candidates for the local government service. The Civil Service Commissioners have proved their worth in their field, and until a similar body is set up in local government, we shall continue to have much cause to envy the civil servants.

DAVID M. L. CHATTERJI

The Cottage on the Hill, Black Notley, Nr. Braintree, Essex.

A NALGO SONG
One already available

A SOUTH WALES member asked in the June journal whether we could not have a NALGO song. Over a year ago, I wrote the music and several verses of an original song that, I hoped, might be adopted for entertainment and community singing at NALGO functions, and social events. The score was approved by two well-known musicians and was played by HORACE FINCH at the 1951 Blackpool Conference.

The song, words and music, was submitted to the General Secretary in June, 1951. It was considered by the N.E.C. General Purposes Committee, which informed me that it did not consider there was a need for a NALGO song. If any readers wish to borrow the song, I shall be pleased to send it to them.

G. MORLEY DAVIES

4 Richmond Terrace, Clifton, Bristol, 8.

Two other readers have sent us songs, but expert opinion did not consider that any was suitable.

WANTED—a new name for "L.G.S."

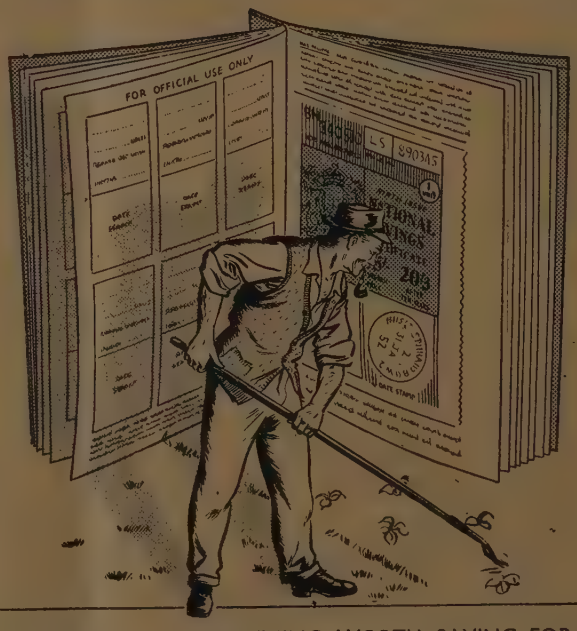
"LOCAL GOVERNMENT SERVICE" has long been an inappropriate title for the journal of an Association representing employees in the national health, electricity, gas, and company transport and water services, as well as in local government. But the National Executive Council thought it wise not to change it until the final name of the Association itself had been settled.

Now that Conference has changed NALGO'S name, the time has come to change that of the journal, and the N.E.C. has decided to invite suggestions from members.

If you can think of a good title for your journal—short, euphonious, distinctive, and clearly identifiable with NALGO—will you send your suggestion to the editor at 1, York Gate, Regent's Park, London, N.W.1?

All suggestions received by **October 1** will be considered by the public relations committee on October 4. If it adopts one of the titles suggested, we shall pay two guineas to the sender.

It's good to have something behind you!



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"ABINGDON" WRITES HIS NALGO

DIARY

Marriage no bar to study—

RECENT examination results give the lie direct to those members who complain that it is impossible for the married or otherwise busy officer to study.

The Local Government Examinations Board has awarded its "Sir Horace Wilson" prize of 15 guineas for the best student in the Diploma of Municipal Administration Final to GORDON TERRY, a clerk in the Kent education department (and a former editor of the branch magazine), whose work the examiners describe as "outstanding." Mr. Terry is 29 and is married, with a daughter. What is more, he took no courses of any kind, but worked entirely on his own, by private reading. He passed the promotion examination in 1950, got the D.P.A. in 1951.

—nor other interests

ANOTHER example is that of ARTHUR SYRETT, a committee clerk at Salisbury, who won the "Sir Thomas Aitken" prize for the best work in the D.M.A. Intermediate examination. Mr. Syrett is also 29 and he, too, has not allowed study to interfere with his many other activities. He is a member of his branch executive, was for three years its social secretary, and is captain and adjutant of the 11th Cadet Battalion attached to the Wiltshire Regiment. He studied with the NALGO Correspondence Institute and readily acknowledges its "very excellent tuition."

Where were the women ?

COMPARED with these outstanding achievements, the women made a poor show. Of the 423 candidates for the D.M.A. intermediate, only 11 were women, of whom only three passed—and they, significantly, were all from the Lancashire children's department—Misses E. A. JOHNSON, E. SHARPLES, and M. SMITH. For the final, there were three women among the 24 entrants, but none passed.

These figures hardly suggest that there are many "career women" in the local government service prepared to justify the claim to equal pay on grounds of equal work.

"Education without examinations"

THOSE INTERESTED in the article on page 261 this month will have a chance of hearing its author, E. M. HUTCHINSON, secretary of the National Institute of Adult Education, elaborate its thesis in a lecture on "Education without examinations" at the L.C.C. County Hall, London, on September 11 (tea from 5.45; meeting 6.45). This meeting has been arranged by the Metropolitan area education committee, which is hoping to provide a "platform of brains" to answer questions and lead discussion. Tickets (3s. 6d. each) can be had from A. E. KAY, clerk's department, County Hall, Chelmsford, Essex.

Chinstrap at Cayton

"MORE Cayton, Sir? I don't mind if I do." After broadcasting from the ballroom at the Association's Cayton Bay holiday centre recently, JACK TRAIN, ANONA WINN, and PERCY EDWARDS spent a sunny afternoon playing with the children, signing autographs, posing for photographs with campers, and thoroughly enjoying themselves. All declared that Cayton was the best holiday centre they had seen, and Anona Winn returned after tea to distribute the weekly sports prizes, staying until it was time for her to rush away for her show at Bridlington.

A young holidaymaker receives a prize and smile from ANONA WINN *at Cayton Bay.*

Holiday from a camera

CAYTON does more than give members a first-class holiday. It offers photographers the chance of recovering their expenses, through a weekly competition in the "Scarborough Evening News." One, ARTHUR HAGUE, of Horsforth, Leeds, won five guineas with a picture of the bay from the holiday centre private beach. Another, E. DIXON, of Nelson waterworks department—and a former secretary of his branch—went one better, winning a week's free holiday for himself and his wife next year, in the Scarborough hotel of their choice and with free morning coffee, cigarettes, newspapers, and even vouchers for the amusements in the seafront arcades!

Last chance for a NALGO holiday

THERE ARE still a few vacancies at each of NALGO'S holiday centres. Bookings can be taken for Cayton Bay—which provided our sunny cover picture—for the last three weeks of the season beginning September 6, and for Croyde Bay for the last two weeks beginning September 20. In each case special reduced rates are offered for the closing week: members, £4 8s.; non-members, £4 18s. 6d.

Aid for Flood Victims

THE TRAGEDY of last month's Lynmouth flood disaster struck the 300 holidaymakers at Croyde Bay with special poignancy, for many had visited the once-picturesque resort, which is only 20 miles away. Within a day, they had raised £30 for the relief fund.

The thoughts of many members will have gone to their colleagues in the local public services, whose efforts to bring aid to the victims called for so much hard work and sacrifice. All accounts agree that they rose to the emergency magnificently.

47 years in NALGO

HOW MANY of that band of pioneers who helped to found NALGO in 1905 are now alive? The number must be small—and smaller still the roll of those who remain active in the service and the Association. Of these, one is surely unique. He is ARTHUR GALLON, chief clerk and secretary in the city engineer's department at Newcastle-upon-Tyne, who celebrated his jubilee in the local government service in June by being re-elected to the National Executive Council for the fourth successive year.

Mr. Gallon entered his present department as a junior clerk in 1902. Three years later, soon after NALGO had been born on July 29, 1905, the Newcastle branch was formed, and he became one of its first members. He has been active ever since, as branch secretary, member and chairman of the branch executive, since 1947 chairman of the North Eastern District Committee, and since 1948 a member of the N.E.C. If any other member can equal that outstanding record, I shall be glad to hear of it.

"L.G.S." index ready

THE INDEX for volume 26 of "L.G.S.," covering the years 1950 and 1951, is now ready. Copies may be obtained from "L.G.S.," 1, York Gate, London, N.W.1.

House exchange

Bristol or Bath: modern house, for similar house in Nottingham area: A. Doody, 331, Woodbrough Road, Nottingham.

Education notes

by K. S. CARTER

Oxford summer school

AN ACCOUNT of Professor W. J. M. Mackenzie's lecture on the Development of Local Government at the Oxford Summer School in July is on page 255. This was one of the five main lectures heard not only by NALGO members but also by 35 public administrators from foreign countries, the colonies, and the dominions. Space will not allow us to report the other lectures, but so stimulating were they that they were discussed in the common rooms and students' rooms throughout the week, and inquiries are already coming in about next year's school.

For the first time there were study groups on housing, planning, and the national health service, while the study group on the electricity service was again most successful. We were disappointed, however, that only one health member was present at the school, and none came from the gas or transport services. In all, there were 103 students, including ten civil servants from the Ministries of Housing and Local Government, Education, and the Home Office—one of whom carried off our tennis cup to Whitehall for the year.

Scholarships scheme

The residential course for Final D.M.A. candidates, which this year's NALGO scholarship winners will attend, will be held at Bentham Hall, Cartwright Gardens, London, W.C.1, a University College hostel, next January. Information about the scholarships will be sent to branches this month, but individual members who are interested may apply to me direct for an application form.

D.M.A. results

I commend the examiners' report on the April D.M.A. examinations, particularly the Final examination, to all who intend to sit in 1953. The report confirms the advice we have been giving to NALGO Correspondence Institute students that a further two years of study is necessary between passing the Intermediate and attempting the full Final.

Although there is no examination in English in the Final D.M.A., the examiners state that they have proceeded on the principle that "no candidate should pass, whatever his other merits, if he is so weak in English that he could not without continuous supervision draft reports and statements of policy." Intermediate D.M.A. candidates should, therefore, pay particular attention to their courses in English, not only to pass the Intermediate, but to reach the required standard in the Final.

The D.M.A. examination is not primarily a test of what a candidate has been able to learn, but of his judgment and quality of mind. The examiners are looking particularly for "alertness in finding the precise point at issue, the capacity to apply book knowledge to a practical matter in hand and to relate knowledge in one field to knowledge in another."

They deplore the readiness of candidates "to produce from their notes a stereotyped form of answer," and state that, at the level of the Final D.M.A., questions "are deliberately framed to detect this tendency, and irrelevancy is likely to be severely penalised, as also is bad logical arrangement."

Probably the reason why no more than 21 per cent of the candidates who took Part I of the Final D.M.A. passed, was that they under-estimated the high standard of the examination and did not allow themselves enough time for the necessary reading. It is gratifying, therefore, that most N.C.I. students, on our advice, took Part II only this year. As a result of this approach, 71 per cent of our students for the Final passed, compared with the 11 per cent of all other students who made the grade.

At Random

by 'HYPERION'

Sound the trumpet ?

"I am preparing to come down to the United Kingdom, God willing, in 1935."
—*Letter from the Gold Coast to the L.G.E.B.*

The right order

Said a literal Vicar of Hurst,
"St. Luke says, 'The last shall be first.'
So if I drop behind,
You'll know I've a mind
To be first to be last to be first."

Up to the eyebrows

Alderman H. Courlander said the statue was a very fine piece of work, although it was not his idea of a beautiful woman. He felt the statue might be placed in the pond, providing the water was kept at a reasonable level.—*Richmond and Twickenham Times.*

Tourist London

"You spik de English, not so ?"
"A few. And thou ?"
"Small."

Local government postbag

". . . will you please notify me as soon as possible, as I would like to go on building so I can get pigs in and get them ready for the government for Christmas."

Raconteur

"Politics, politics," said the Major, "why must we always talk about politics ? I myself know nothing about politics. There are many other things to talk about."

"What, for instance ?" asked someone.

"What ? Oh, plenty of things. I can't say at once when you ask like that. Let us have some more rum, at least."—*Pat Miles in "They Came to a Mountain."*

We hope so

"If I am very, very good in heaven," asked the little girl, "shall I sometimes be allowed to have a little devil up to tea ?"

Bikinis

Some girls think the new swim suits are indecent. Others have good figures.—*Air University Dispatch, U.S.A.*

Definitions

Bus : A vehicle that always has empty seats when going in the opposite direction.

Conference : A place where conversation is substituted for the dreariness of labour and the loneliness of thought.

Minority rule : A baby in the house.

Tips for new entrants

A college education seldom hurts a man if he's willing to learn a little something after he graduates.

Bad luck !

"There's been an accident," they said.
"Your servant's cut in half ; he's dead."
"Indeed," said Mr. Jones, "and please
Send in the half that's got my keys."

Crumby criterion

Every woman, high or low, ought to know how to make bread. If she do not, she is unworthy of trust and confidence.
—*The third Marchioness of Bath*, 1829.

Astonishing

Always do right. This will gratify some people and astonish the rest.—*Mark Twain.*

I.Q. testing

The grading of pigs for educational purposes, which began on September 3, 1951, will continue at least until September 3, 1952.—*Ministry press notice.*

Indian limerick

There was a young girl of Calcutta,
Who anointed herself with salt butter.
She looked very well
But they say that the smell
Was too utterly utterly utter.

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90% passed, and took all the prizes

I. H. A. FINAL

82% passed, and took all the prizes

D. M. A. FINAL

71% passed, compared with 11% of all others

N.C.I. students also took the intermediate D.M.A. prize, the Part I Institute of Housing first prize, and made up over half the Weights and Measures pass list

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MY BOOKSHELF

by LAURENCE WELSH

THE unpalatable fact that everything which local authorities do costs money is liable to be overlooked by enthusiastic councillors and officers; it is the constant task of finance committees and their staffs to remind them of it. The enduring feud between those who want to spend and those who have to husband resources will be less bitter if J. M. DRUMMOND'S **The Finance of Local Government** (Allen & Unwin, 20s.) gets the wide reading which it merits. Mr. Drummond, who is city treasurer of Sheffield, is one of those rare experts who can make his theme lucid and interesting to laymen. His book will help those without training in these matters to appreciate both the principles and methods of local government financial affairs; it will also encourage the initiated to explain their demands on non-financial colleagues in terms likely to win co-operation instead of antagonism. Mr. Drummond could have carried his good work a stage further if he had described the modern devices of audit which are not mere checks on arithmetical accuracy and legality but instruments for measuring efficiency.

A service at work

A book about the civil service ought to interest local government readers, for the two branches of public employment have many common problems. BOSWORTH MONCK'S **How the Civil Service Works** (Phoenix House, 25s.) contains indeed a mass of useful information about the jobs which civil servants have to face and how they are organised to do them.

Politics without tears

How not to organise meetings is amusingly shown in a booklet issued from the Conservative Central Office called **The Practice of Politics** (2s. 6d.); the characters of Trollope's Barchester novels are used to tell a story illustrating all the errors which a bad organiser will make—confusion about place and time of meeting, lack of an agenda paper, disorderly procedure, and so on. The morals are obvious but the fictional form helps to drive them pleasantly home. Unfortunately, the chapters on local government have not been brought up to date since the 1950 edition appeared.

Choosing a job

The Ministry of Labour pamphlets under the general title of "Choice of Careers" include one on **Local Government** (1s. 3d.). It provides most of the information needed by a young person and his or her parents to enable them to decide whether this is the right career, and, if so, how to set about entering it. Avon Press have now issued a **Careers Encyclopaedia** (25s.) which summarises similar information about 220 types of employment, and adds particulars of scholarships, training facilities, and other subjects of value to those advising young people on their jobs.

Party strife

Though Goldsmith deplored that Burke "to party gave up what was meant for mankind," he offered no reply to his hero's cogent advocacy of the party system. The Hansard Society, in **The British Party System** (10s. 6d.) has had the sound idea of preparing a symposium on the history of political parties in this country, the philosophy which lies behind the system, and some current problems. Of the twenty-one contributors, some are naturally more effective than others. JOHN WARREN'S sixteen-page essay on the party system in local government is a model of compression which should be pondered on by every NALGO member who gets short-tempered when his local party bosses commit an exasperating error of judgment.

Liverpool history

The people of Liverpool who are wise enough to read BRIAN D. WHITE'S **A History of the Corporation of Liverpool** (University of Liverpool Press. 20s.) will find little cause for smugness but much for hope. "Liverpool remained in 1914, as in 1835, the worst town in the country by any statistical standards available." Mr. White in a thorough, solemn way sets out the corporation's achievements and inquires why more was not done. Besides giving this critical history of the city, he offers a penetrating study of local government as an instrument of management.

Other books received

(The asterisks indicate the interest of the book's contents for NALGO readers, not necessarily its qualities. One asterisk means that it has some interest, two that it has considerable interest, and three that it is strongly recommended.)

****Rating Valuation Practice**, by PHILIP R. BEAN and ARTHUR LOCKWOOD. Third Edition. (Stevens. 35s.)

***The Protection of the Nurse against Tuberculosis**, by F. A. H. SIMMONDS. (National Association for the Prevention of Tuberculosis. 10s. 6d.)

***Old People's Clubs.** (National Council of Social Service. 1s. 6d.)

****Shaw's Guide to income tax relating to local authorities**, by FRANK MELLOR. Revised for 1952-1953. (Shaw. 21s.)

****The Health Services: some of their practical problems.** (Allen & Unwin for the Institute of Public Administration. 10s. 6d.)

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★ *Strike out line not applicable*

Name.....

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Scottish notes

by J. B. ADAM

A NOTABLE success in joint consultation is reported by the Stewarty of Kirkcudbright branch, where recent negotiations have led to the granting in full by the county council of requests for an increase in the allowances paid to officers who use their private cars on council business. The new scale, which is operative from March 16, 1952, is :

Heads of departments : £100 a year, plus 5½d. a mile.

Other regular users : £80 a year, plus 4½d. a mile.

Bouquet for benevolence

Lanarkshire health services branch deserves a bouquet for a specially good record in B. and O. Fund contributions. Since the formation of the branch, just over two years ago, £162 has been raised —a *per capita* offering of 10s. Other Scottish branches, please copy !

Successful sports day

The annual sports day, one of the red-letter events in the NALGO calendar north of the Tweed, was once more a resounding success, when 157 members and their attendant ladies spent an enjoyable day at Gleneagles. Excellent staff work by the efficient and popular sports convenor, JOE BAIRD, and some very welcome co-operation by the weather clerk, caused everything to pass off smoothly at the famous Perthshire golf course and beauty spot.

Job in Tanganyika

It was with regret that we recently said au revoir to J. J. ALLAN, honorary treasurer of the Scottish district committee, and president of Dumbarton burgh branch. Heartiest good wishes go with him for happiness and success in his new life in Tanganyika, where he has been appointed executive officer in one of the local authorities recently established in that territory.

Your news, please

News items for these notes should be sent direct to me at 75, High Street, Paisley.

Headquarters announcements

NALGO colours

SUPPLIES of sweaters and slip-ons are now available from Headquarters. The white cable-stitch sweater, trimmed with NALGO colours at the neck and waist, costs £2 14s. 6d. ; and the grey slip-on, trimmed with NALGO colours at the neck, costs £1 1s. Please give chest measurement, and send cash with order. NALGO blazer material has now been reduced from 45s. 6d. to 32s. 6d. a yard (54 inch width). NALGO silk blazer badges (10s. each) and NALGO cuff links, enamel finished (14s. 6d. a pair), are also available from the special activities department, 1, York Gate, London, N.W.1.

Audit of pass books

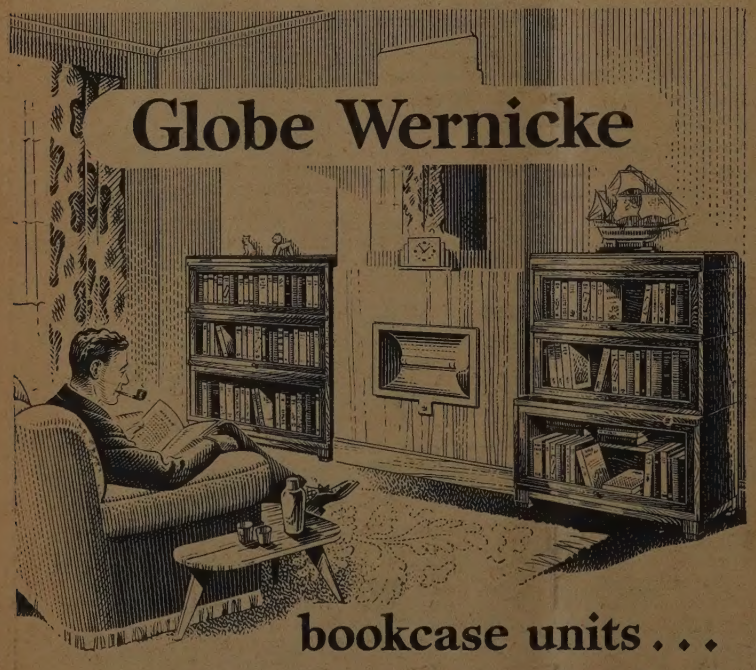
Members of the NALGO Provident and Building Societies who have not yet sent their pass books to Headquarters for 1951 audit should do so at once.

NALGO holiday guide

If you had a holiday at a place you can thoroughly recommend, will you please send the address to Headquarters so that it can be included in the holiday guide ? Please mention the name of your branch.

Two new district officers

H. R. A. MALONE, former superintendent of branch libraries at Southampton, has joined H.Q. staff as a "super-numerary," district officer available for duty wherever required ; and W. R. RANKIN, former assistant in the Liverpool information office, and branch P.R.O., has gone to the Manchester district office.



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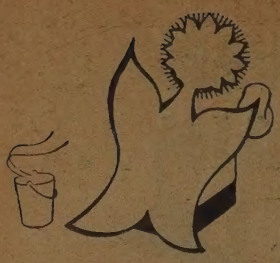
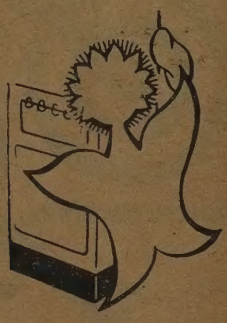


A cooker that's clean

Just a regular 'do'
and your cooker's like new.



and shining bright

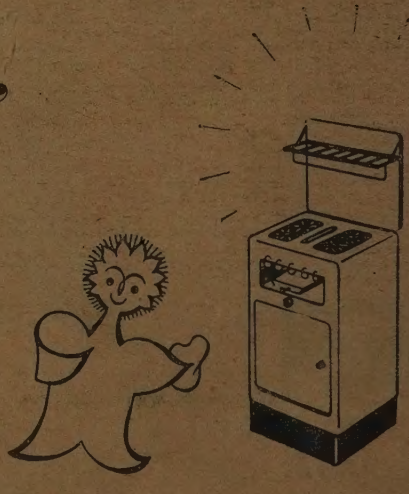
Brush the burners with a stiff brush. Remove any grease or burnt food from the holes with a pipe-cleaner. Give the frets of the grill a bath now and then in hot soapy water. This will reduce cooking smells in the kitchen.

saves you money and

After cooking, while the oven is still warm, wipe it with a damp cloth to remove any splashes of grease. Once a month take out the shelves and wash them, drying well.

'serves you right!'

A little regular care and attention to your gas cooker means better cooking and smaller bills. With care, there are years of good service in your cooker still.



Take care of your cooker — and use gas wisely — in your own and the Nation's interest.

Issued by THE GAS COUNCIL

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